CAN I PLAY?

THE REPORT OF THE TASK FORCE ON EQUAL OPPORTUNITY IN ATHLETICS

VOLUME 2

SCHOOLS, COMMUNITY COLLEGES AND UNIVERSITIES

CHAIRMAN: JOHN SOPINKA Q.C.
ADVISORS: CINDY NICHOLAS
DEBBIE VAN KIEKEBELT

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DECEMBER, 1984

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VOLUME II - ATHLETICS IN EDUCATION

Part I - Elementary and Secondary Schools

Introduction

The community provides an opportunity to the young athlete to develop and display his or her athletic skills. Interest in athletics and the skills to pursue athletic endeavours are, however, born and nurtured in the schools. In this volume, I will report on equality of athletics in our educational institutions. I will deal with athletics in the elementary and secondary schools where they are part of the formal education of the student and in universities and colleges where, regrettably perhaps, they are treated by the Government as an extra - attracting no government funding. Part I reports on elementary and secondary schools.

In conducting this study, I consulted with representatives of the Ministry of Education, with many school boards throughout the Province, with the Ontario Teachers' Federation, the Ontario School Trustees' Council, the Ontario Federation of School Athletic Associations and the Ontario Association of Supervisors of Physical and Health Education. Briefs were received from these and other interested groups and individuals (Appendix 1). In arriving at my conclusions in this part of my study, I relied heavily on these consultations as well as on a review of curriculum policy circulars and guidelines.

The Order-in-Council required that I consider the practice in other jurisdictions. In this regard I and my legal advisers travelled to Washington, D.C. to meet with various women's groups and government officials involved in the administration and enforcement of legislation prohibiting sex discrimination in federally assisted educational programs. This law is described as Title IX, a 1972 amendment to the Education Act. One issue I wished to consider was whether or not similar legislation was necessary or desirable in the Province of Ontario.

I am relieved to say that the record of our educational institutions on this subject does not suffer in comparison to what I saw in the United States. We have achieved close to the same results without fighting many of the battles that were fought there. In the past the demands of women in this country have not been as forceful as they have in the United States. This situation is one that is rapidly changing. Equality in our schools, while not an issue which has sparked widespread criticism, is no longer something to be complacent about. Although, in recent years, commendable progress has been made in the direction of equality with a minimum of governmental interference, true equality will only be attained through increased involvement of the state. With the implementation of the recommendations in this report we have an opportunity to be an example to the democratic world of fair treatment of the sexes in athletics in education.

1) THE MINISTRY OF EDUCATION: POLICIES AND GUIDELINES

Ministry Personnel

The Ministry of Education employs an education officer responsible for physical and health education, Ms. Barbara Johnston. Ms. Johnston is primarily responsible for physical and health education programming and policy making for both the elementary and secondary school systems. Her responsibilities are supervised by the Assistant Deputy

Minister for Education Programs, who was, at the time of our investigation, Dr. George Podrebarac. Both Ms. Johnston and Dr. Podrebarac were knowledgeable and co-operative. The other Ministry officials whose duties relate to athletics are Mr. John Metcalf, with Special Projects Division (at the time of our investigation), who acts as liaison between the Ministry and the Ontario Federation of School Athletic Associations (OFSAA) and Mr. Peter Brown, Director of Financial Services Branch, who acts as the liaison with OFSAA in financial matters. OFSAA is responsible for co-ordinating all interscholastic athletic competitions in elementary and secondary schools. The Ministry of Education and the Ministry of Colleges and Universities have an Equal Opportunity/Affirmative Action Unit headed by Ms. Carolyn Barrett. The Unit's program description states that "the Unit is also responsible for promoting equal opportunity in the Ontario elementary and secondary education systems. This includes encouraging removal of sex-role stereotyping in classroom practice and materials, and guidance, equal access of female/male students to courses, and equal employment opportunities for male and female educators." The Unit, however, has little, if any, direct involvement in dealing with equality of opportunity issues which originate in the schools. These are dealt with by the Ministry's regional officers.

a) Physical Education - General

Children of both sexes benefit from a regular and co-ordinated physical activity program within the school. Research has shown that the more fit the individual, the more finely developed will be his or her neurological functions such as memory, perception, concentration, problem-solving ability and learning capacity. The Vanves Demonstration Project in France (Appendix 2) indicated that, where primary school children were exposed to physical activity for one third of the school day, fitness levels and academic performance improved dramatically. Experiments conducted in Canada demonstrate similar results.[1]

In spite of these proven benefits, physical education is not a Ministry priority. While compulsory in elementary schools, physical education is often considered a "frill" activity[2] rather than an integral component of education. At the secondary school level, physical education was optional prior to the Ministry's draft program and diploma requirements circular, Ontario Schools: Intermediate and Senior Divisions, draft February 25, 1983, under which at least one physical education credit was required commencing September 1, 1984.

The Ministry has issued curriculum guidelines on planning, development and content of physical activity programs. However, the decentralized nature of the Province's educational system leaves each local board or school to interpret and implement these guidelines as it sees fit.

The Ministry does not monitor or enforce routinely any of its curriculum guidelines. It does, however, "review" the implementation of a guideline within five years of its release. The Ministry investigates a sampling of Ontario schools to determine the extent to which the guideline is followed. It does not appear, however, that, where a guideline is not being followed, the Ministry takes any remedial or punitive action. Rather, each board is expected to correct any deficiencies revealed by the review. The last review of physical and health education guidelines took place in 1978 and involved only the senior division guideline. No review of the intermediate division guideline (issued in 1978) has been conducted because the Ministry anticipates incorporating it into the senior division guideline and then revising and updating the consolidated guideline.

In addition to a provincial review, a particular school board may arrange for a co-operative evaluation of a specific subject area with the Ministry. The Ministry and the board then assess how the particular guideline is being applied and consider recommendations for improvement.

b) Co-educational Physical Activity

The exertion of any policy by the Province in this area of equality of opportunity is effected through the Ministry policy statements and guidelines which relate to co-educational physical and health education. These are of particular concern in dealing with the issue of equal athletic opportunity for both sexes.

A guideline entitled Physical and Health Education, Intermediate Division, 1978, states at page 6, that some co-educational physical education classes should be offered at all levels of the intermediate division and that " ... social competencies that accrue from co-educational experiences may be greater at the Senior level, mainly because the need for such skills is greater in this age group". The guideline recommends that some co-educational physical education classes be offered in Grades 7 to 10 (intermediate division) but that the co-educational experience should not be as extensive in these grades as in Grade 10 and beyond. The guideline also provides that health classes at the intermediate level should be conducted on a co-educational basis "except in situations where local considerations dictate a need for homogeneous groupings for particular aspects of the total course of study".

The guideline stipulates at page 23 that intramural and interscholastic activity at the intermediate level "must complement the instructional program and help satisfy the objectives of the school and of the physical education program". This statement implicitly recognizes the existence of and need for some co-educational activity within intramural and interscholastic programs at the intermediate level. In addition, the guideline states at page 24 that the "... intramural programs provide a unique opportunity for both segregated and co-educational activities".

The senior guideline, entitled Physical and Health Education, Senior Division, 1975, states at page 6:

> "... Because of the maturity of students at the Senior level, co-educational classes in selected activities are appropriate. Most of the physical education activities that may be pursued for recreation by both men and women are suitable for co-educational classes in school. Agility and skill activities are more appropriate than those requiring strength and endurance.
>
> Elective programming should permit choice between a co-educational activity and an all boys' or all girls' activity. Co-educational groups should not participate in activities that are more suitable to separate boys' and girls' classes. This would apply to team sports such as football and basketball. Teachers must consider the students' skill and ability when grouping for practice or competitive play."

The senior guideline provides at page 4 that health education classes should be co-educational.

It implicitly recognizes the desirability of co-educational intramural and interscholastic programs through its requirement that these programs "must complement the instructional program" and "satisfy the objectives of the school and of the physical education program" (page 8).

The Ministry has not issued a specific physical and health education guideline for elementary schools. There is, however, a curriculum circular for primary and junior divisions, entitled The Formative Years which comments on physical education. While the circular is silent on co-educational classes, in fact, most physical education classes in elementary schools are taught on a co-educational basis.

c) Equal Opportunity and Sex Role Stereotyping

The Education Act, R.S.O. 1980 c. 129, and the Ministry of Education policy statements or guidelines do not provide any explicit guarantee of equal treatment of the sexes, either generally or in physical education. However, certain general policy statements demonstrate that the Ministry is aware of, and sensitive to, this issue.

The Formative Years states at page 4:

> "... it is ... the policy of the Government of Ontario that education in the Primary and Junior Divisions be conducted so that each child may have an opportunity to develop abilities and aspirations without the limitations imposed by sex-role stereotypes."

For secondary schools, the Ministry's general policy on sex-role stereotyping is referred to in the current diploma requirement circular (H.S.1., 1979-81) at page 5:

> "... The policy of the Government of Ontario is that there be equal educational opportunity in the province. Thus, it is inappropriate for any school to deny a student access to a course or a program solely on the basis of the sex of the student. This does not make mixed classes of male and female students obligatory, but the policy underlines the fact that sex-role stereotyping of courses and programs is to be avoided. Similar courses may be given to mixed or unmixed classes so that students of either sex are free to participate in courses in all available subject areas."

The draft program and diploma requirement circular, Ontario Schools: Intermediate and Senior Divisions (supra) contains a similar but expanded section on sex-role stereotyping at page 10:

> 2.7 Sex Equity
>
> "... The policy of the Government of Ontario is that there be equal educational opportunity in the province; every child should have the opportunity to develop as completely as possible in the direction of his or her talents and needs.
>
> This policy has definite implications for the education system of this province. The Ministry of Education recognized that the school environment is one of the major agents of socialization. If individual potential is to be fully developed, the learning environment must be congruent with the goals of education set for the Province of Ontario as outlined in Section 2.3.

Sex-role stereotyping narrowly defines roles for males and females in our society. The existence of sex-role stereotyping in many educational materials and methods perpetuates the traditional attitudes governing male and female behaviour, placing many obstacles in the path to self-actualization. The learning environment must provide the opportunities necessary for the achievement of the goals of education. Students must be able to see men and women in a variety of roles, exhibiting a wide range of human behaviour, abilities and emotions. Materials and methods in our schools must reflect a society in which men and women have made, and are making, a variety of contributions based on their human attributes.

The achievements of women have historically been overlooked or underplayed in both learning materials and the curriculum, leading to the current situation where there are few female role models in the curriculum. This lack of models has led many female students to assume that the combination of femaleness and achievement in non-traditional occupation areas is "unnatural".

Because of the prevalence of this idea and the very strong need that young people have for a sense of belonging, many female students have been deterred from striving to develop their individual potential.

The philosophy of sex equity, then, should permeate all aspects of the curriculum, as seen in the school's policies, organization, and programs; teaching methods and materials; courses of study; assessment and testing procedures; attitudes and expectations of the school staff; and all interactions with students, parents, and the community.

> The Ministry of Education's curriculum guidelines form the foundation on which courses in the Intermediate and Senior Divisions are based. Several of these documents contain key aspects of the policy of sex equity, and new curriculum guidelines will continue to promote equality of opportunity. These support materials have been developed to assist teachers in creating a learning environment that is free from sex-role stereotyping and a curriculum that accurately reflects the experiences and contributions of women as well as men."

While the Ministry is sensitive to the issue of equal educational opportunity for students, no procedure or mechanism is in place by which the Ministry or a local board can determine whether such opportunity is currently being provided and, if not, what remedial steps should be taken. In the area of physical education, the Ministry has not set out criteria by which a school board can determine if equal opportunity exists in schools within its jurisdiction. Schools have not been required to gather and retain up-to-date information relating to the rates of participation by both sexes in curricular and extra-curricular activities, access to and use of facilities, or allocation of funds in athletic department budgets.

2) ATHLETIC PROGRAMS IN THE SCHOOLS - DOES EQUAL OPPORTUNITY EXIST?

Preliminary Matters

In September 1982, there were 3,874 elementary schools and 635 publicly supported secondary schools in Ontario. Time and budget constraints prevented a school-by-school assessment of whether there is equal treatment of the sexes in athletics. Instead, I and my staff spoke to such representative school boards as time and budget permitted. In consultation with the Ministry of Education, we prepared a list of representative boards throughout the Province (Appendix 3); I, or a member of my staff, then met with each of these boards. These meetings were generally attended by representatives of the board, male and female physical education teachers from both elementary and secondary schools, and sometimes the Director of Education. In addition to meeting with 27 representative school boards, I invited written submissions from all boards in the Province through contact with regional educational councils.

Much of information gathered at these informal meetings was general and impressionistic in nature. This is inevitable because school boards have never been required to collect or collate information about equal opportunity in athletics. Without exception, all of the boards were cooperative in furnishing what information they could; all were concerned about the issue but most boards simply lacked time, money and personnel resources to collect data on a school-by-school basis. One notable exception was the Ottawa Board of Education which, at the instigation of its Status of Women Committee, undertook an ambitious survey of all the elementary and secondary schools within its jurisdiction. The results of that survey are discussed separately under the heading, "Ottawa: A Case Study". A subcommittee of the Toronto Board's Status of Women Committee also conducted a detailed survey the results of which are contained in Appendix 4.

Financial information was the most difficult to obtain. This appears to be a recurring problem. Dr. Donald Macintosh who, in his 1977 report, examined interscholastic sports programs in secondary schools, attempted to collect information on the budgets of physical education departments in 56 secondary schools. He concluded that "... the high percentage of missing data would seem to indicate very little systematic record-keeping in the physical education departments of Ontario secondary schools".[3]

Such difficulties aside, I and my staff attempted to inquire of school boards whether equal opportunity in athletics presently existed. To break that question down into manageable proportions, we questioned representatives about some of the factors which those charged with enforcement of Title IX in the United States consider relevant in making a determination of overall program equality. These include:

* Whether the selection of sports and levels of competition effectively accommodate the interests and activities of members of both sexes;
* The provision of equipment and supplies;
* Scheduling of games and practice time;
* Travel and per diem allowances;
* Assignment and compensation of coaches and tutors;
* Provision of locker rooms, practice and competitive facilities;
* Provision of medical and training facilities and services;
* Publicity.

Of special interest were factors such as allocation of facilities and funds, relative numbers of male and female physical education teachers and coaches and the degree of participation by males and females. We also raised with each board the difficult question of segregated versus integrated athletics.

Any generalization is potentially misleading because circumstances change from board to board and even from school to school. Nevertheless, based on information gathered at our meetings and from briefs received, I have made the following basic findings:

A) Elementary Schools

(i) Curriculum

(1) Physical Education is generally taught by the classroom teacher

Very few elementary schools employ physical education specialists. This important area of curriculum is left in the hands of the classroom teacher who generally has no specialized training in physical education. While the classroom teacher is expected to follow Ministry policy, the content of the actual course will generally reflect his or her individual motivation, interests and biases.

Many educators with whom I spoke expressed the conviction that the elementary schools must take a far greater role in developing physical fitness and motivation in children at this critical age. The importance of physical education at this age is demonstrated dramatically by the Vanves study (supra).

(2) Physical Education classes are generally not offered on a daily basis.

The range of time allotment to physical activity varies greatly among boards and from school to school. Some boards (for example; Sudbury, Niagara South and the Ottawa Roman

Catholic Separate School Board) recommend that it be offered daily. Most schools, however, do not. A 1981 study by the Health and Fitness Committee of the Toronto Board of Education stated that the "most apparent statistic in the timetabling of physical and health education is the inconsistency not only between schools but within the same school".[4]

In order effectively to increase fitness levels, vigorous physical activity aimed particularly at the development of aerobic functions should be offered for at least 30 minutes daily. This is particularly important for girls in that studies have shown that generally they are less fit than boys and deterioration of their fitness levels begins at an earlier age. If these activities are not engaged in at the elementary school level, by the time they reach high school, it may be too late to salvage much fitness potential.[5]

(3) General fitness and basic motor skills are emphasized at the Primary level (Kindergarten to Grade 3). Focus at the Junior level (Grades 4, 5 & 6) is on games and the development of skills for participation in specific sports

Generally, the games and sport skills introduced in the junior grades are male-oriented, for example, ball throwing and catching. In her book About Face, Abby Hoffman notes:

> "... although "movement education" programs designed to establish patterns of developing basic motor skills and physical self-expression predominate in early grades, these commendable programs are disrupted by the introduction of games and a simultaneous focus on development of specific sports skills (designed for traditional boys games)."[6]

(4) While guidelines are of assistance in preparing physical education programs, they are insufficiently prescriptive

One experienced physical educator referred to these guidelines as "motherhood" statements rather than detailed, prescriptive curricular objectives. I agree with that characterization of these statements.

(5) There is no mandatory fitness testing program within the elementary schools

While the Canada Fitness Awards program is popular in some schools, it is, as its title suggests, an awards program. Awards are provided for effort but little use is made of the testing information to develop remedial programs.

(6) Expectations for girls' fitness and athletic performance levels are lower than expectations for boys'.

Expectations are generally lower for girls who are still regarded as being more fragile and susceptible to injury. Consequently, actual fitness and performance levels are commensurately low. A trustee on the Ottawa Board of Education recommended that all guidelines include express statements to the effect that each school's physical education program, its goals and outcomes of physical education are the same for female and male participants and that the objective of the program is to provide equal opportunity and demand similar performance quality of participants of both sexes.

(7) **Most physical education classes at the Kindergarten to Grade 6 level are co-educational. Classes in Grades 7 and 8 are generally segregated.**

One administrator advised that segregation of girls and boys in Grades 7 and 8 may preclude a girl from the opportunity to acquire the same skills as a boy. In the case of several Ottawa schools, for example, soccer at one time was not a "core" activity; that is, it was at the option of the physical education teacher whether soccer skills would be taught. Generally, a female teacher was less likely to "elect" to teach soccer to an all-girl Grade 7 or 8 class than was a male teacher to his all-boy class. Thus, girls did not have the opportunity to acquire the skills of the then traditionally male-oriented sport of soccer. Recently, soccer was made a core activity in the physical education program of many Ottawa schools and girls must now receive instruction in this sport. This change has resulted in soccer becoming one of the most popular sports for girls within the Ottawa Board system.

(8) **Because physical education is compulsory from Kindergarten to Grade 8, participation rates of girls and boys are roughly equal.**

(ii) Intramural Activity

(9) **Emphasis is generally on participation not competition. Most activities are offered equally to both boys and girls. Activities may be co-educational or segregated depending on the particular school or board.**

(iii) Interscholastic Competition

(10) Most activities are offered equally to boys and girls but generally on a segregated basis.

In some cases, certain sports (for example, hockey) are not available to girls but an alternative is generally provided (for example, broomball). Several boards reported that, if a girl wished to try out for a boys' team (and a girls' team in the particular activity was not available), the decision whether she would be permitted to do so would be made by the coaches and the principal of the school involved. Very few boards have articulated a firm policy with respect to this issue although more and more boards are confronted with it. In Ottawa, however, where Board policies are most progressive on this subject, the Ottawa Athletic Association does not permit integrated competition.

Some boards (for example, East York and Etobicoke) place little emphasis on interscholastic competition at the elementary school level.

(11) **Although the majority of elementary school teachers are female, male teachers dominate the coaching of extra-curricular activities.**

(12) **Most elementary schools cannot provide a budget breakdown or allocation of money to girls' and boys' activities.**

Where classes are taught on a co-educational basis, most schools are unable to trace funds. Facilities and equipment used in intramural activity are generally purchased out of one overall budget. In interscholastic sports, the school board may provide funding to the local interschool athletic association. Most boards maintained that equal amounts are spent on girls' and boys' activities and, in fact, the City of Toronto Board reported that, in the 1981/82 school year, on a per capita basis, more funds were allocated by it to the Public School Girls' Athletic Association than to the Public School Athletic Association (the boys' athletic association). There is, however, no objective evidence to verify the claim that funds are equally allocated and allegations of imbalance in favour of males persist.

B) Secondary Schools

(i) Curriculum

(1) **Students, and in particular female students, in increasing numbers choose not to take physical education.**

Although many boards and individual schools strongly recommend that students take physical education in at least

Grades 9 and 10, the course prior to September 1, 1984 was optional.[7] The number of students opting for physical education is declining as Chart I demonstrates.*

CHART I

PERCENTAGE OF STUDENTS IN ONTARIO SELECTING PHYSICAL & HEALTH EDUCATION 1971-82 *

YEAR	TOTAL ENROLMENT IN P.H.E. IN ONTARIO	TOTAL NUMBER STUDENTS IN SECONDARY SCHOOLS	PERCENTAGE OF ONTARIO STUDENTS TAKING P.H.E.
1971-72	444,290	574,520	77.3%
72-73	414,127	583,013	71.0%
73-74	411,938	585,725	70.3%
74-75	407,029	589,650	69.0%
75-76	423,380	605,160	70.0%
76-77	415,170	613,055	67.7%
77-78	414,450	613,830	67.5%
78-79	400,317	611,668	67.5%
79-80	387,312	600,084	64.5%
80-81	366,962	586,261	62.6%
81-82	331,538	568,635	59.7%
82-83	326,707	562,013	58.1%

* These figures were provided by the Ministry of Education with a number of caveats, the major one being that the numbers listed under the column "Total Enrolment in P.H.E. in Ontario" do not represent an exact head count, e.g. in some semestered schools, one student may be taking several physical education guideline courses. This chart may, in some instances, reflect this multiplicity.

The above statistics relate to the total secondary school enrolment in all physical and health education guideline courses. A Ministry representative provided us with an unofficial breakdown of the statistics into intermediate and senior divisions (Chart II). The second chart does not include Grade 13 division (honours physical and health education) and certain experimental guideline courses, all of which are included in the global figures of total physical and health education enrolment in Chart I above.

CHART II

ENROLMENT OF ONTARIO SECONDARY SCHOOL STUDENTS IN PHYSICAL HEALTH AND EDUCATION

GUIDELINE COURSES BY DIVISION

Intermediate Division (Gr. 9 & 10)

YEAR	TOTAL STUDENTS ENROLLED IN DIVISION	STUDENTS ENROLLED IN PHYS. ED.	PERCENTAGE TAKING PHYS. ED.
1976-77	344,814	286,762	83.2%
77-78	346,943	285,898	82.4%
78-79	344,816	276,041	80.0%
79-80	336,025	264,866	78.8%
80-81	316,898	246,669	77.8%
81-82	300,310	227,524	75.8%

Senior Division (Gr. 11 & 12)

YEAR	TOTAL STUDENTS ENROLLED IN DIVISION	STUDENTS ENROLLED IN PHYS. ED.	PERCENTAGE TAKING PHYS. ED.
1976-77	257,702	169,495	63.31%
77-78	278,203	171,620	63.51%
78-79	274,286	168,977	61.60%
79-80	266,475	167,093	62.70%
80-81	282,620	167,460	59.25%
81-82	282,549	160,051	56.64%

Until this year, the Ministry has not gathered physical and health education enrolment statistics on the basis of sex. However, in 1978, statistics were gathered from a sample of schools during a provincial review of health education. The Human Growth and Development Review, 1978/79 found that the number of students taking health (and, therefore, according to the Ministry, physical education) decreased from Grades 9 to 12. The decrease in girls' enrolment was higher than that of boys and this decrease was most evident after Grade 10.

CHART III

Percentage of Students Taking Health Education

(Human Growth and Development Review 1978/79)

GRADE	BOYS	GIRLS
9	78.7	79.2
10	77.5	68.5
11	62.8	54.6
12	55.1	43.4

Dr. Donald Macintosh's 1977 study of the factors influencing secondary school students in their election to take physical education reported that, in Grade 9, 69% of the girls in a selected number of Ontario schools elected to take physical education compared to 80% of the boys.[8] By Grade 11, only 40% of the girls were taking physical education while 60% of the boys continued to take physical education.

Dr. Macintosh also concluded that many females at the Grade 11 level feel threatened by co-educational physical education classes. This may be a significant factor in the disproportionate number of girls dropping physical education. It has also been suggested that academic achievement is stressed more than athletic prowess for girls and that, as girls mature, they subordinate physical education to academic subjects.

The percentage figures in Chart III and the Macintosh figures vary because each has a different data base; however, the trends indicated are the same.

As previously mentioned, the Ministry has not routinely collected physical education enrolment figures from each school on a gender basis. During the 1982/83 school year, collection of these statistics on a gender basis was initiated. Of the 326,707 students enrolled in physical education guideline courses 184,555 (56.49%) were male and 142,152 (43.51%) were female.

(2) **While the ratio of male to female physical education teachers is roughly comparable to the ratio of male to female students enrolled in physical education, there are areas in the Province where this is not the case because declining enrolment has resulted in a disproportionate number of young female physical education teachers being declared redundant.**

In 1981/82, 44% of the full time teachers teaching physical education only and 40% of the full time teachers teaching physical education in addition to other courses were female. In 1982/83 (the only school year for which the percentage figures were available), 43.51% of the students enrolled in physical education were female.

The comparability, province-wide, in the percentage of female physical education teachers to female physical education students appears satisfactory. However, several individual boards reported that, due to declining enrolment within their area, a disproportionate number of young female physical education teachers have been declared redundant. This is becoming an acute problem in the Halton, Peterborough, Hastings and North York boards among others.[9]

The issue of the loss of female physical education teachers (important role models for girls) is further explored hereafter.

(3) There is much variation in the local interpretation and implementation of Ministry guidelines relating to co-educational activity.

In our discussions with various boards, it was evident that each board and, in most cases, each school interprets and applies the guidelines with respect to co-educational activity in different ways and degrees. Some schools offer a fully co-educational physical education program; some provide a mixture of co-educational and segregated classes, often leaving the option to the student whether he or she will take a co-educational or segregated activity; others offer very few co-educational activities or only pay lip service to it by providing activities such as co-educational table tennis (really "mixed doubles"); still others offer mixed classes but, once students are in class, the girls and boys are divided into separate activity groups.

The Ministry advised that it has not conducted a formal evaluation of the application of these portions of the guidelines. It has received, however, some indication that many schools are misinterpreting the Ministry's guidelines and policies with respect to sexual stereotyping as advocating fully co-educational programs. This is not Ministry intent. In fact, officials within the Ministry expressed the view that having totally co-educational programs would mean that the sex of the instructor would become irrelevant thereby exacerbating the problem of the already declining numbers of female physical education teachers.

Boards and schools expressed a variety of reactions about the benefits and drawbacks of co-educational physical activity programs. Many boards saw the institution of co-educational programs as positive in that girls are able to develop their physical skills through participation with males. On the other hand, males are able to acquire certain social skills by interacting with females. However, there was also a significant amount of negative reaction to co-educational activities. Most boards favoured a flexible system in which a student could choose to participate in certain activities on either a segregated or co-educational basis.

(4) Most activities and programs are available to both boys and girls. However, in schools where tackle football and wrestling are offered, these are invariably restricted to boys.

(5) In Grades 9 and 10, the emphasis is on the learning of team sports skills; in Grades 11 and 12, the emphasis is on individual sport activities.

(6) Girls generally prefer fitness and aerobic related activities and skills training. If schools responded to this preference by providing more of these activities, participation by girls would increase.

(7) Facilities are generally available on an equal basis to boys and girls. However, in many instances, schools lack adequate facilities for both sexes and on occasion, girls receive less than equal treatment in the allocation of facilities.

Once again, an accurate assessment would require a case by case study of every school in the Province. While most boards assured us that facilities were equal, one report written by students at North Toronto Collegiate in 1976 concluded otherwise:

> "... The activities in the physical education program continue the blatant

> sexism at North Toronto Collegiate Institute. This is most evident through the allocation of space, money, and the actual sports and exercise that take place in the regular Grades 9-11 program."[10]

This report goes on to state that, although there were more girls enrolled in the physical education program, boys had almost twice as many square feet of space allocated to them for activity. In addition, the male physical education instructors had over twice as much office space as female instructors.

Further inquiries were made of Elizabeth Mantrop, the current Department Head of Women's Physical and Health Education at North Toronto Collegiate Institute. Since the date of the students' report, many of the inequalities between the two physical education departments have been rectified with respect to the allocation of facilities and money, the sports and exercise programs offered and the extra-curricular activities available. The discrepancy still exists between the instructors' office space.

(8) Accurate breakdowns of athletic budgets between girls' and boys' activities were generally not available. Where they were furnished or referred to, boys' activities generally received more than girls'.

Most boards were not able to provide us with any breakdown of athletic budgets for curriculum, that is, precisely how much each school allocates to girls' programs and to boys' programs. The Lambton Board was an exception. The figures it provided are set out in Appendix 6. This was particularly the case where a school had a combined physical education department. Where there were separate girls' and boys' departments with separate budgets for each, most boards admitted that generally the boys' department received more money than the girls' even where rates of participation of girls were equal to or only about 10% less than that of boys. The catchall justification is that boys' activities (for example, football and hockey) are more costly than girls'.

In several instances, female physical education teachers with whom we spoke initially expressed satisfaction even though the budget for girls' athletics was significantly less than for the boys' program. Some female physical education teachers indicated reluctance to make "waves" about budget inequities.

(9) In 1981/82, of the 713 heads of secondary school physical education departments, 455 (63.8%) were men and 258 (36.2%) were women.

There are still a significant number of female department heads because there are still a number of schools which have a separate girls' physical education department. However, as more schools combine their girls' and boys' departments (as discussed below), it is anticipated that the number of female department heads will decline further because leadership is assumed by the department head with more seniority; that is, generally a male.

(10) While many schools still have separate girls' and boys' physical education departments, there appears to be a move to integrate the two departments and co-ordinate programs.

Concern was expressed that, because most combined departments are headed by males, physical education programming is becoming very male-oriented.

The Sudbury Board advises that it has arrived at a rather unique solution to the male/female headship situation. It has created two positions of responsibility within each school's physical education department, that is, curriculum head and co-curriculum head. The former is responsible for the instructional component of the physical and health education program while the co-curriculum head is responsible for intramural and interscholastic activity. One of these two department heads must be male and the other female. The positions are exchanged every 3 years. As a result, each department head becomes familiar with the exigencies of both programs and the programs are non-sexist.

(ii) Intramural Activity

(11) Approximately the same percentage of females and males participated in intramural sports

While no precise figures were collected, the general conclusion of boards and secondary school physical education personnel interviewed was that the participation rates of males and females were about the same. This was also the case in 1976/77, according to a survey taken by Dr. Macintosh of 38 secondary schools in the Province.[11] However, the Ottawa Board, which conducted a survey of individual schools in its jurisdiction, found that the overall rate of participation for boys on both segregated and co-educational intramural teams was higher than for girls. These findings are set out below in the review of the Ottawa Study.

Higher participation rates for females may be attributable to the emphasis most schools put on participation rather than winning in intramural sports. Another factor may be that many intramural sports are offered on a co-educational basis. Girls tend to be less intimidated by co-educational activity within a recreational, non-competitive setting.

(12) A major problem in intramural sports is the lack of coaches.

It is difficult to entice teachers to coach extra-curricular activities. In most instances, there is no remuneration or other compensation for assuming these duties. Rarely are coaches relieved of other in-school duties in order to coach intramural or interscholastic activity. Most boards advise that it is especially difficult to coax female teachers to coach extra-curricular activities primarily because many have responsibilities at home requiring attention after school.

(13) No board was able to provide a breakdown of the intramural budget between girls' and boys' activities.

(iii) Interscholastic Activity

(14) Most interscholastic activity is organized under local and regional athletic associations. These associations are then members of the Ontario Federation of School Athletic Associations (OFSAA)

While there are some other interscholastic activities and competitions in this Province which do not culminate in an

OFSAA championship, for the purposes of this report, I have limited my discussion to those activities and participants under the aegis of OFSAA.

OFSAA is an autonomous federation of 18 regional athletic associations representing 725 secondary schools throughout the Province. It co-ordinates a variety of provincial level interscholastic sport championships each year, promotes the benefits of student involvement at intramural and school club levels, and acts generally as a provincial resource for information, guidelines and assistance in connection with school based sports.

OFSAA's budget for 1983 was $170,000, $45,000 of which was provided directly by the Ministry of Education by way of an operating grant and $107,000 of which was contributed by school boards through a "per student" levy. The board contributions or payments are eligible to be included as "recognized ordinary expenditures for the purposes of provincial grant support". OFSAA derives other revenues from tournaments, clinics and other sources.

While OFSAA is considered an autonomous organization, it does communicate with the Ministry of Education through Mr. John Metcalf of Special Projects (at the time of our investigation) and Mr. Peter Brown, Director of Financial Services Branch, the latter in connection with the government's operating grant to OFSAA.

(15) OFSAA boasts the highest participation rate (proportionate to total population) of any state or province in North America. However, the participation rate fcr girls is considerably lower than for boys.

OFSAA's participation survey for 1981/82 indicated that approximately 40% of the OFSAA athletes were female and 60% male. These recent participation rates are not dissimilar to Dr. Macintosh's findings in his 1976/77 study of the role of the female in interschool sport programs. Referring to that study in his paper: "The Next Decade - Issues for School Physical Educators", Dr. Macintosh states:

> "... only 41% of interschool athletes in Ontario were females; thus, almost 50% more males availed themselves of the benefits of these programs. When out of school competitive sports experiences were examined the discrepancy was even greater. Only 33% of secondary school students in Ontario who participated in community competitive sports programs were female. As a result, 63% of the secondary school who did not engage in competitive sport were female. It has been common practice to attribute these lower rates of participation of females to the incongruity between our society's image of femininity and sports involvement by women. But actually we know very little about why women participate less often than men in sport and physical activity endeavours. These adolescent participation discrepancy rates however, are particularly disheartening in the light of the finding by [Dr. Anne] Hall that previous sports involvement was a major determining factor in predicting adult female sports participation. The discrepancies between males and females in adolescent competitive sports participation rates in Ontario, then, point to a perpetuation of this bias in our adult society."[12]

In the 1976/77 study, female interschool athletes often expressed a desire for more practice time and were more often dissatisfied with the coaching and the low emphasis placed on winning in their interschool sports programs than was the case with male interschool athletes. Again, the major problem at the interscholastic level is the lack of female coaches. This may be causally linked to the lower participation rates for girls.

The other factors which may explain the lower participation rates for girls are: a) OFSAA athletic activities for boys are still more numerous, notwithstanding an increase in OFSAA activities for females and b) the extent to which football is played throughout the Province. The 1976/77 study found that, "in many of the schools surveyed, the number of male athletes participating in this sport [football] represented most of the difference in male/female participation rates".[13]

While girls' participation in interscholastic athletics is lower than that of boys, it should be noted that, over an 8 year period from 1974 to 1982, OFSAA participation surveys indicate that the percentage of high school interscholastic athletes who were female increased from approximately 31% to 40.5% - an increase of 8.5%. Participation surveys produced by the National Federation of State High School Associations in the United States indicate that over the same period the percentage of high school interscholastic athletes who were female increased from 23.5% to 34.7% - an increase of 11.2%. The increases are very similar in spite of the enactment of Title IX in the United States.

(16) While programs for girls have broadened, they are still not parallel in number to the activities offered to boys.

There are no OFSAA championships for girls in football, golf, hockey, lacrosse, rugby or wrestling. These activities are all available to boys. Only softball and field hockey are available to girls and not to boys.

The following chart provided by OFSAA sets out in detail the activities available and girls' and boys' participation rates for the 1974/75 school year and the 1981/82 school year.

CHART IV

TAKEN FROM OFSAA PARTICIPATION SURVEYS

1974-75 AND 1981-82

SPORTS	GIRLS		BOYS	
	1974-75	1981-82	1974-75	1981-82
Badminton	3,543	6,167	4,868	6,690
Basketball	14,213	16,610	19,755	20,505
Cross Country	4,138	5,958	7,669	7,352
Curling	903	1,744	2,263	1,934
Field Hockey	2,072	3,225		
Football			29,222	23,031
Golf	336		2,386	1,862
Gymnastics	4,849	3,688	3,637	759
Hockey			4,565	5,634
Lacrosse			955	725
Alpine Skiing	1,038	1,034	2,406	1,674
Nordic Skiing		1,298		1,532
Rugby			2,785	4,845
Soccer		7,882	9,207	15,358
Softball	871	2,064		
Speed Swimming	2,538	3,683	3,381	2,811
Tennis	1,248	2,641	2,609	3,428
Track & Field	14,534	13,107	27,209	16,608
Volleyball	14,174	18,588	9,637	11,571
Wrestling			6,431	4,750
Others	1,809	3,758	2,236	3,119
	66,266	91,447	141,221	134,188

(17) Most of the 23 OFSAA competitions are operated on a segregated basis.

Those championships listed in the current OFSAA bulletin as "co-ed", (badminton, cross-country, alpine skiing, swimming, track and field and indoor games) are usually events in which a mixed team competes or girls and boys compete at the same time but on separate teams. While the OFSAA constitution does not specifically prohibit integrated teams, all of its provisions contemplate segregated teams, unless otherwise specified as "co-ed".

I have been assured that where a girls' team in an OFSAA girls' event, for example, basketball, is not available at a school, a girl may try out for the boys' team. This is an occurrence for which there are few examples. OFSAA advised that this situation had recently occurred in Blind River, Ontario.

(18) Neither OFSAA nor most school boards could provide accurate breakdowns of interscholastic activity budgets on a gender basis.

The 1983 OFSAA budget of $170,000 was as follows:

Salaries and benefits	$ 91,500
Employee travel	11,000
Meetings & conferences	14,000
Office equipment	5,500
Office rent and maintenance	10,500
Office supplies	8,000
Postage & special delivery	3,500
Telephone	2,500
Bulletin	15,000
Other	8,500

Total............... $ 170,000

No budget breakdown on boys' and girls' athletics is available.

Interscholastic activity at the school level may be financed by allotments from the local board and/or from student council. In addition, a school may undertake fund raising programs.

Most boards advised that schools generally do not keep a breakdown of their interscholastic activity budget on a male/female basis. Even in Ottawa, where a detailed survey of schools was conducted, detailed budget breakdowns on a gender basis were not obtained.

One board was able to provide us with information relating to its grants to local athletic associations. In the 1981/82 school year, a total of $95,000 was alloted by the Toronto Board of Education to the Toronto Secondary School Athletic Association and a total of $45,000 to the Toronto Secondary School Women's Athletic Association. The boys' association, therefore, received over twice the amount received by the girls. However, the number of male participants (7,036) was significantly higher than the number of female participants (2,933).

The North Toronto Collegiate report referred to above (supra, footnote 10) stated that the school's primary source of funding for interscholastic and intramural activity was the activity fee collected from students and administered by the student council. It reported that, in the fall of 1975, "for the first time in the history of the school", the student council executive voted to give funds in equal proportions to boys' and girls' athletics.

Senior administration apparently urged the executive to reconsider its decision. This lobbying was successful and, as a result, the girls were granted 6/7th's of what the boys received or $350 less than the boys. The executive then, apparently in an effort to redeem itself, stated that the student council should in future move towards parity of funding for both boys' and girls' athletics. Previously, girls were receiving only 42% of what boys were receiving on a per capita basis. At the time that the North Toronto Collegiate report was prepared, girls were receiving 69% of what the boys received, again on a per capita basis.

This report goes on to state at page 41 that:

> "... the combination of these two monetary sources [board of education and student council] provides the boys with considerably more money than the girls. If you break it down to actual funding, just over 100 boys, mainly the football and hockey teams, acquire almost 30% of the total funding in the athletic departments. Is this fair when almost 55% of the school's population is female?"

Situations such as the above are not uncommon. Emphasis, school spirit and, hence, monetary resources in many schools are still focused on the traditionally male-oriented sports of football and hockey. Today there is still a discrepancy at North Toronto Collegiate Institute in the proportion of the activity fee allocated to girls' athletics. However, Elizabeth Mantrop advised that, if the Women's Physical and Health Education Department requires more funds, the student council has been willing to assist.

(19) There is an insufficient number of female coaches and other role models.

Most boards expressed concern with respect to the lack of female teachers available for coaching interscholastic activities. The problem of role models is not peculiar to interscholastic competition or indeed to secondary education. This issue will be discussed fully in the Commentary and Conclusions.

3) OTTAWA - A CASE STUDY

The Ottawa Board (the "OBE") was one of a number of boards throughout the Province committed to the notion of equal treatment of the sexes in athletics. Under the enthusiastic leadership of several of its trustees, the OBE prepared very detailed questionnaires for circulation to all of the elementary and secondary schools in its jurisdiction. The questionnaire forms are included in Appendix 7. The OBE advised that the process of preparation, circulation, completion and analysis of these questionnaires took approximately 2 to 3 months and involved participation by hundreds of educators and administrators.

In addition to conducting this survey, the OBE passed several resolutions relating to the matter of equal treatment of the sexes in school athletics. At an OBE meeting on Monday, January 24th, 1983, the following motion was passed:

> "That ... the OBE support in the strongest means possible equal opportunity in athletics for all and that the OBE indicate to the Task Force on Equal Opportunity in Athletics that Human Rights legislation in the Province of Ontario should reflect equal opportunity in athletics."

Furthermore, at a meeting of the Liaison Committee of the City of Ottawa, Ottawa Board of Education and Ottawa Roman Catholic Separate School Board, on February 22nd, 1983, the following recommendation was made to the OBE:

> "That ... a committee be struck to review the participation rates of males and females in athletics, policies and practices regarding athletics, and

> recommend a strategy regarding the encouragement of female participation in athletics, at both the school boards and in the community. Membership on the committee should include representatives from the City of Ottawa, the school boards and other interested parties."

The second motion is of particular interest in that it indicates an effort on the part of this board to work in co-operation with the municipality to examine the question whether equal treatment is being afforded both sexes within the community. This co-operation between school boards and municipalities is commendable.

The OBE's efforts did not stop at surveying schools and passing motions - it organized a public meeting in Ottawa at which various interested community members made submissions and presented briefs to the task force. During these meetings, I was impressed by the interest and enthusiasm generated by the OBE within the community and the media.

The OBE advised that the existence of the Task Force had forced administrators and educators to focus (some for the very first time) on the issue of equal treatment of the sexes in school athletics. Several trustees maintained that the OBE survey would not have been successfully completed nor community interest generated had the Task Force not existed.

The following summarizes portions of the OBE brief which is reproduced in its entirety in Appendix 8. While this board may be representative only of the urban situation within the Province, it, nevertheless, is illustrative of and raises some of the problems which are common to other boards and schools. It is noteworthy, however, that even in the case of the extensive survey done by Ottawa, detailed athletic budget information could not be collected.

Elementary

Summary of OBE Survey

Junior Level

a) Curriculum

There are more than twice as many female as male teachers in the OBE elementary school system. The brief does not state whether any of the elementary schools have a physical education specialist on staff or whether classes are taught on a co-educational basis.

b) Intramurals

Most intramural activities are co-educational. The most popular sports are soccer (1,680 boys, 891 girls), volleyball (1,159 boys, 992 girls), and floor hockey (1,359 boys, 775 girls). In the OBE elementary schools, the number of girls participating in intramurals is less than that of the boys. Of all activities offered, only gymnastics attracts more girls than boys. Since almost all sports are co-educational, girls and boys usually enjoy the same number of weeks and hours per week of practice and competition in a given sport. Only a few schools have segregated intramural teams.

c) Interscholastic Activities

All 10 interscholastic sports at this level are co-educational except cross-country and track and field teams. More boys than girls participate on interschool teams for all sports except captain basketball and three-pitch.

While there are more than twice as many female than male teachers, the majority of teachers coaching extra-curricular activities are male. In addition, there are more male than female coaches who are "experienced". The ratio of experienced to non-experienced male coaches, however, is not much higher than that of experienced to non-experienced female coaches. In the 10 interschool athletic activities, 62% of the male coaches are experienced compared to 55% of the female coaches. Fewer female teachers coach but, of those who do, almost as high a proportion are experienced. All coaches are volunteers.

d) Funding

For the 1981/82 school year, the physical education and sports budgets of the 51 elementary schools responding to the survey range from $0 to over $3,000 with a median of $695 for the 35 schools which have such a budget. For the 1982/83 school year, the median budget is $600. The fact that 1/3rd of the schools did not report physical education and sports budgets is explained by the fact that not all elementary schools need to purchase equipment and supplies every year.

According to the OBE brief, no evidence of discriminatory practices in the purchase of supplies and equipment for boys' and girls' sports could be detected from the few itemized lists received in response to the survey.

e) Equal Opportunity

While the participation rates of boys in both intramural and interscholastic activity are higher than girls, most OBE schools reported that boys and girls are afforded equal opportunity to participate in athletic activities. Most schools indicated that they promote equal participation in athletic activities but that many girls feel less capable than boys in sports.

In response to the question whether boys and girls should be allowed to play on teams of the opposite sex, 96% of the schools responding simply answered in the affirmative and noted that all sports at this level are co-educational. The 2 schools responding in the negative indicated that the only teams which are segregated are captain basketball (for girls) and floor hockey (for boys). In both cases, the response was that, if a boy or girl wanted to play on a team of the opposite sex, a principal would not forbid it and that teams are essentially formed according to ability.

Intermediate Level

a) Curriculum

Eighteen of the OBE elementary schools have pupils at the Grades 7 and 8 level.

At this level, only 3 of the schools responding stated that there is a difference in curriculum programming for girls and boys. Two cases involved football; in one case, the girls' alternative is dodgeball and, in the other, soccer. The third school reported that girls are taught modern dance while boys play floor hockey. The brief does not state whether curricular activities are offered on a co-educational or segregated basis. However, Peter Mills, public relations officer for the Ottawa Board at the time of our investigation, reported that both formats were used depending on a number of factors including the size, the facilities and the timetabling logistics of the particular school. The sex of the teacher was not a factor.

The ratio of male tc female physical education teachers at this level is 3:2. Of the 16 schools responding, 7 have an all-male physical education staff, 7 have both males and females and 2 small schools have females only.

b) Intramurals

Equal numbers of boys and girls are participating in intramural volleyball, track and field and soccer. There are fewer girls than boys participating in basketball, softball and cross-country running. About three quarters as many girls as boys play floor hockey and only one third as many play touch football. The overall participation rates in intramural activity is higher for boys than for girls. Some teams are segregated and others are co-educational. Volleyball is the only activity in which both co-educational and segregated teams are made available. Males dominate the coaching of intramural activities.

c) Interscholastic Activities

In interscholastic basketball, volleyball, track and field and cross-country running, all schools which provide a boys' team also provide a girls' team. Although girls did not have an opportunity to play interscholastic touch football, the study stated that it was expected that in the 1983/84 year, a girls' football league would be established. In 2 schools which have boys touch football teams, soccer teams are provided as an alternative for girls.

While participation rates of girls and boys are roughly equal in volleyball, basketball, soccer, track and field and cross-country running, the great discrepancy is with respect to football: there are 153 boys and only one girl playing football (that is, on a boys' team).

Four times as many male as female teachers (who are not physical education teachers) are coaching intramural and interscholastic teams.

d) Funding

None of the intermediate schools provided detailed breakdowns of their budgets for athletics but reported a range of $332 to $1,800. Almost half the schools reported the necessity of conducting extra fund-raising projects. Where money is so raised, schools advised that it is allocated equally to both girls' and boys' teams for equipment (for example, team sweaters). When questioned about dressing rooms and showers, most schools responded that there is no difference in the availability to boys and girls. A total of 11 of the 16 schools have both boys' and girls' dressing rooms and of these 10 schools have shower facilities in the dressing rooms.

e) Equal Opportunity

All schools reported that boys and girls enjoy equal opportunity to participate in sports. In connection with the question whether a girl could play on a boys' team or vice versa, a few schools noted that this situation would only arise in intramural activity since the rules of the Ottawa Athletic Association do not permit integrated activity at the interscholastic level.

Secondary Level

The survey conducted at this level was extensive. There were three questionnaires, one for principals, one for physical education department heads and one for each of the over 450 volunteer coaches of high school interscholastic teams.

The committee which had prepared these and the elementary school quetionnaires was chaired by the OBE superintendent of academic affairs and included the consultants for physical education, for women's studies and for interscholastic sports as well as representatives of the research centre staff.

a) Curriculum

In the 23 Ottawa secondary schools reporting, the total number of male teachers is 963 and the total female is 468. The total number of full and part time physical education teachers who are male is 63 and the total female is 41. The total number of students enrolled in Grades 9-12 is 10,897 males and 9,558 females. The total number of students enrolled in physical education is 6,500 males and 4,725 females.

The following table sets out the total enrolment of boys and girls by grade in the physical education instructional program in 23 OBE secondary schools. The proportion of the school population enrolled in these classes decreases from over 75% in Grade 9 to about 33% in Grade 12. More boys than girls are enrolled at each grade level, the difference in proportion being only about 5% in Grade 9 and about 15% in the other grades. In most cases, segregated classes are taught by teachers of the same sex as the class. More males than females are teaching co-educational classes.

PARTICIPANTS IN PHYSICAL EDUCATION INSTRUCTIONAL PROGRAM IN OTTAWA BOARD SECONDARY SCHOOLS

GRADE	TYPE OF CLASS	NO. OF SCHOOLS	NO. OF STUDENTS	% OF POP.	SEX OF TEACHERS		
					F	M	BOTH
9	Girls only	22	1,389	76	22	0	0
	Boys only	23	1,692	80	0	23	0
	Co-ed girls	1	2	*	0	1	0
	Co-ed boys	1	22	1	0	1	0
10	Girls only	22	1,166	61	20	0	2
	Boys only	23	1,659	75	0	23	0
	Co-ed girls	1	2	*	0	1	0
	Co-ed boys	1	25	1	0	1	0
11	Girls only	17	874	39	15	1	1
	Boys only	19	1,284	53	0	18	0
	Co-ed girls	6	283	13	0	2	4
	Co-ed boys	6	345	14	0	2	4
12	Girls only	16	542	24	13	1	2
	Boys only	17	886	38	0	17	0
	Co-ed girls	8	365	16	1	3	4
	Co-ed boys	8	441	19	1	3	4
13	Co-ed girls	7	102	8	0	7	0
	Co-ed boys	7	146	8	0	7	0

* less than 1 per cent

The next table summarizes information concerning the activities at each grade level and the basis upon which they are taught; that is, co-educational or segregated. Co-educational activities are relatively rare in Grades 9 and 10 but more common in the two succeeding grades. The most common activities in these classes are volleyball, basketball and soccer. Instruction in these three team sports is available at 20 or more schools with a considerable increase in the amount of instruction in combined classes by Grade 12. This table also indicates other differences, both in the amount of participation by boys and girls and in grade levels where certain activities appear to be emphasized. Additional data from the questionnaire indicated that both male and female physical education teachers are involved in instruction in most activities. There are some exceptions, however; for example, in 19 of the 20 schools offering instruction in dance at the Grade 9 level, the teachers involved are female while instructors in wresting are all male.

INSTRUCTIONAL ACTIVITIES OFFERED AT FIVE OR MORE SCHOOLS TO SEPARATE OR COMBINED CLASSES, BY GRADE LEVEL

ACTIVITY	NUMBER OF SCHOOLS							
	GRADE 9		GRADE 10		GRADE 11		GRADE 12	
	SEP.	COED.	SEP.	COED.	SEP.	COED.	SEP.	COED.
Archery	1	0	1	0	8	7	8	10
Badminton	15	5	17	4	10	13	7	15
Ball Hockey	3	1	2	2	1	4	1	2
Basketball	20	1	21	1	15	4	14	5
Borden Ball	3	0	2	0	1	7	-	-
Broomball	4	2	2	3	-	-	2	5
Dance	19	1	14	4	7	12	11	8
Field Hockey	6	0	4	0	4	1	4	1
Fitness	8	3	8	3	8	6	6	8
Floor Hockey	-	-	5	1	1	2	1	3
Football	7	0	8	0	6	0	4	2
Low Organization Games	11	1	7	3	7	3	3	4
Golf	-	-	-	-	4	4	7	4
Gymnastics	19	1	20	1	12	6	7	9
Handball	-	-	5	1	4	2	5	3
Health	13	2	12	2	7	8	0	14
Hockey	-	-	2	0	2	1	3	2
Lacrosse	9	1	10	2	8	2	9	1
Orienteering	3	1	2	2	2	2	1	4
Paddleball	3	0	3	1	3	3	-	-
Rugby	2	0	6	0	13	2	8	2
Skiing	-	-	5	1	7	11	3	19
Soccer	18	3	22	1	13	7	10	11
Softball	15	2	14	2	14	4	5	9
Square Dance	-	-	-	-	-	-	0	8
Team Handball	3	0	5	1	6	0	4	2
Tennis	2	0	6	1	11	7	7	13
Touch Football	3	1	4	1	2	2	4	2
Track and Field	16	5	15	5	5	5	2	7
Tumbling	1	1	4	1	-	-	-	-
Volleyball	20	3	18	3	10	14	7	14
Weight Training	1	0	2	2	1	3	1	4
Wrestling	16	0	11	0	2	0	1	0

In some schools, either boys or girls are not exposed to certain activities. The next table indicates the number of cases in which either boys alone or girls alone are exposed to the listed activities at some grade level.

INSTRUCTIONAL PROGRAM ACTIVITIES MOST FREQUENTLY GIVEN TO BOYS ONLY OR TO GIRLS ONLY IN OTTAWA SECONDARY SCHOOLS

ACTIVITY	NO. OF SCHOOLS AT GR.				AVE. NO. HRS. AT GR.			
	9	10	11	12	9	10	11	12
Boys Only								
Wrestling	14	8	1	-	7	7	7	-
Rugger	6	5	10	5	6	7	4	6
Handball	3	3	4	4	11	9	7	8
Football	5	4	2	1	8	8	6	3
Lacrosse	4	4	1	1	7	6	8	3
Hockey & Ball Hockey	4	3	2	2	9	7	9	10
Girls Only								
Dance	17	14	11	9	10	10	8	6
Field Hockey	3	5	14	3	5	4	4	4
Tennis	1	2	3	-	15	10	8	-
Gymnastics	2	3	2	1	5	5	9	3
Badminton	3	1	-	-	10	7	-	-
Rhythmics	2	2	1	1	6	6	4	4
Lacrosse	2	2	1	-	3	3	3	-

The following table summarizes budget information acquired from the schools surveyed.

1982 BUDGET FOR PHYSICAL EDUCATION INSTRUCTIONAL PROGRAM

IN OTTAWA BOARD SECONDARY SCHOOLS

		NO. OF SCHOOLS	MEAN *	MEDIAN **	RANGE
SUPPLIES	Joint use	21	$4,225	$4,300	$1,467 to $6,200
	Boys only	7	850	700	230 to 1,900
	Girls only	6	650	875	0 to 2,000
EQUIPMENT	Joint use	18	1,800	1,260	270 to 9,000
	Boys only	5	355	250	to 1,000
	Girls only	4	770	770	0 to 1,530

* average
** mid-point

Not all schools provided budget information, particularly in connection with supplies and equipment for use by one sex.

The OBE brief states that:

> ". . . the amount spent on supplies and equipment for boys was often very different from that for girls, possibly because a large expenditure in one column represented a purchase to be used over several years, while a corresponding expenditure for the other sex might have taken place a year or two earlier and not be reported here. The number of schools involved is so small that generalizations from one year's data are difficult."

b) Intramurals

OBE secondary schools reported that 92 sports or sport related activities are being conducted at the intramural level. The following table lists the 15 major activities (that is, those with more than 400 participants) together with the number of students on boys', girls' and co-educational teams.

BOYS, GIRLS, AND CO-EDUCATIONAL TEAMS FOR INTRAMURAL SPORTS WITH MORE THAN 400 PARTICIPANTS

SPORT	BOYS' TEAMS		GIRLS' TEAMS		CO-EDUCATIONAL TEAMS		
	NO. OF SCHOOLS	NO. OF BOYS	NO. OF SCHOOLS	NO. OF GIRLS	NO. OF SCHOOLS	NO. OF BOYS	NO. OF GIRLS
Volleyball	12	697	14	710	19	1,189	1,110
Low Organization Ball Games	8	1,161	12	1,007	7	403	303
Basketball*	13	1,169	15	748	11	550	297
Badminton	10	443	12	688	19	447	481
Novelty Events	4	138	3	163	7	737	602
Baseball*	5	316	8	263	13	511	394
Soccer*	16	773	10	416	2	87	37
Floor Hockey	12	809	10	313	-	-	-
Football*	12	756	4	105	4	105	40
Hockey*	8	672	3	82	-	-	-
Team Handball	4	201	2	70	5	204	100
Track and Field	-	-	-	-	4	315	257
German Ball	4	319	5	162	1	36	36
Gymnastics	5	115	6	188	2	120	120
Tennis	6	176	5	128	5	72	72

*includes also related activities

The rates of participation for boys on both segregated and co-educational teams are higher than for girls.

The most popular sport is volleyball with 19 schools and 2,299 participants (1,189 boys and 1,110 girls) involved. There are no co-educational teams in floor hockey and hockey. Few schools organize football and hockey teams for girls. Where such teams are provided, only a small number of girls participate.

All schools responding indicated that intramurals were organized jointly by students and physical education teachers. The teachers involved were all females in six schools and all males in five schools. In nine of the schools, a male and a female teacher were jointly involved in organizing the program. In all schools, the student representatives were both male and female.

c) Interscholastic Activities

Most interscholastic competitions are sponsored by the Ottawa High School Athletic Association (OHSAA). However, five of the OBE schools compete in the Vocational-Commercial School League (VOCOM). Teams in both leagues are included in the following table which provides an overview of OBE school interscholastic activities.

BOYS' AND GIRLS' INTERSCHOLASTIC TEAMS AT OTTAWA SECONDARY SCHOOLS

SPORT	NO. OF SCHOOLS		NO. OF PLAYERS		NO. OF LEAGUE GAMES		NO. OF PRACTICE HRS.	
	G	B	G	B	G	B	G	B
Basketball, jr.	14	13	197	191	8	8	905	1,204
Basketball, sr.	19	21	216	278	10	10	1,045	1,079
Cross Country	15	15	151	183	4	2	910	405
Curling	8	10	47	54	6	7	150	207
Gymnastics	7	-	94	-	1	-	379	-
Flag Football	-	4	-	74	-	4	-	48
Floor Hockey	-	3	-	67	-	8	-	65
Football, jr.	-	4	-	127	-	6	-	265
Football, sr.	-	9	-	321	-	7	-	900
Hockey	-	8	-	154	-	19	-	234
Passball	3	-	40	-	3	-	28	-
Rugger	-	5	-	124	-	6	-	225
Skiing, alpine	12	12	105	141	2	2	165	165
Skiing, x-c	9	9	52	70	2	2	247	247
Soccer, jr.	-	13	-	222	-	8	-	616
Soccer, sr.	20	18	400	329	7	9	661	634
Swimming	15	14	250	203	2	2	332	352
Tennis	15	16	150	172	4	4	299	299
Track and Field	20	21	491	587	2	2	1,102	1,137
Volleyball, jr.	15	-	203	-	9	-	921	-
Volleyball, sr.	16	13	195	184	11	12	989	860
Waterpolo	7	8	114	108	7	8	217	230
Wrestling	-	5	-	122	-	5	-	319
TOTAL	195	221	2,705	3,711	78	131	8,350	9,941

As the above table indicates, both sexes do not participate in all activities offered. Teams in gymnastics, passball and junior volleyball are provided for girls only and teams in flag football, floor hockey, junior and senior football, hockey, rugger, junior soccer and wrestling are provided for boys only. While 20 sports are provided for boys and 15 for girls, there is not a great difference between the number of school teams for each sex; there are 195 girls' teams and 221 boys' teams. There is a greater difference in the total number of players of each sex; that is, approximately 2,700 female team members and 3,700 male members. According to the OBE brief, this vast difference may be explained in part by the large number of players required for traditionally male sports, such as football and hockey.

The above OHSAA and VOCOM teams are segregated. While a number of schools reported co-educational volleyball as an interscholastic activity, with 78 boys and 80 girls from 12 schools participating, it is not included in either the OHSAA or VOCOM list of activities.

One of the most frequently cited problems in interscholastic sports is the shortage of coaches. These coaches receive no compensation for their time and effort. Several schools reported particular difficulty in finding female coaches. One school official stated:

> ". . .We utilize "outside" coaches with teacher supervisors. A major concern is the number of available female coaches on secondary teaching staffs. A second serious concern is the negative attitude held towards physical activity by some female students. If we are seriously trying to improve girls' programs we must address ourselves to the unsatisfactory situation in elementary schools. I

> believe every elementary school should have a female P.E. specialist who can be an excellent role model."

The same official made the following suggestions for improvement:

> ". . . Time table compensation should be given to teacher supervisors. Compulsory P.E. should be put in practice. In hiring staff (other than P.E.) serious consideration should be given to their extra-curricular involvement and role model potential. Finally, the ideal situation would be to have enough female qualified coaches to coach all the sports in the girls' program. (Jr. girls soccer would be a viable program if we had the necessary leadership from our teaching staffs.)"

Sixty percent of the girls' teams are coached by men and 13% of the boys' teams are coached by women. In the case of co-educational teams, 82% of the coaches are men.

Of the teams coached by teachers who do not regularly teach physical education, 47 are coached by females and 249 by males.

d) Funding

The OBE does not include detailed information relating to the allocation of funds to boys' and girls' interscholastic activities.

The comments of the various secondary school principals and coaches who completed separate questionnaires are set out in the OBE Secondary Brief (Part 3 of Apendix 8 at pp. 31-37).

e) Equal Opportunity

In response to the question whether boys and girls should be allowed to try out for positions with teams of the opposite sex, the main concern expressed was that the physical differences between the sexes may cause injury to girls, especially in contact sports. The argument against having boys compete for positions on girls' teams was expressed by one school official in the following statement:

> ". . . I've no hesitation in allowing girls to participate in boys' teams. I'm sure that if girls' teams allowed boys to participate, due to the large number of boys that seemed to participate in inter-school sports, due to an average greater weight and height and increased musculature the boys would gradually take over the girls' teams and girls would increasingly not try out for these teams. Girls' sports could end."

Only one of the responding schools indicated that boys and girls did not have an equal opportunity to participate in athletic activities. This respondent stated that a greater demand on the part of boys had led to more activities being available for them.

In connection with facilities, equipment and time, several schools stated that these resources are allocated on the basis of team needs. In that there are generally more boys' teams, they receive more of these resources. At one school, it was stated that there are more boys' teams because the availability of male coaches is greater.

Twenty-one schools reported information on their methods of honouring athletes. Most schools reported that boys and girls receive an equal number of recognition rewards in the form of banquets and presentations to school assemblies. Trophies, plaques, badges, certificates and athletic bars are all awarded to both boys and girls.

Commentary & Conclusions

The main purpose of this phase of the inquiry is to report on the equality of athletics in our educational institutions and to recommend measures that will achieve or maintain equality of opportunity for the sexes in athletics in this context.

Today, children live in an increasingly complex and technological society where machines have replaced physical exertion in the performance of many tasks. Tomorrow's adults will take their place in an increasingly sedentary and passive society. Studies show that the pattern of sedentary living begins when the child enters school. One expert on childhood fitness asserts:

> "For the ordinary Canadian child physical fitness seems to be a decreasing function of age from the time we put him/her behind a desk in our schools."[14]

a) Curriculum

Schools can provide assistance through vigorous physical education programs but the student must be either motivated or compelled to take physical education. This is not a serious problem in elementary schools where, by virtue of Ministry of Education standards, physical education is compulsory. While the number of classes offered per week varies from county to county and school to school, there is, at least, a compulsory core around which to build.

Unfortunately, this format is not continued through secondary school where physical education is currently optional. The consequence has been an observable decline, after Grade 10, in the number of students opting for physical education.

Although the decline affects both sexes, it is more pronounced among girls whose drop in fitness levels and athletic skills after the first two years of high school is disproportionately severe. Studies confirm that the teenage girl is, on average, considerably less fit than the teenage boy.[15] A fitness survey conducted in 1976/77 in the Province of Manitoba indicated that 70% of seventeen year old girls tested had body fat levels in excess of the maximum recommended.[16]

In meetings with high school teachers across the Province, it became clear that a compulsory physical education program in secondary schools was desirable. If girls are to be given equal athletic opportunity they must learn the primary athletic skills. It is unlikely that they will do so if these skills are not learned in physical education classes. Studies have shown that the activity level of girls begins a gradual decline at the age of 12 or 13. If primary athletic skills are taught in compulsory classes beyond this age, the decline can be resisted with the result that females will possess the necessary development to participate in specific sports.

Obviously, career plans and post-secondary institutions' requirements influence course selection at the secondary school level. It is difficult, however, to conceive of any high school subject which can offer the overall life-time benefits of health, fitness, hygiene and the development of athletic skills which physical education provides. The importance of these benefits is undermined however, when such courses are not compulsory. Coincidentally, the voluntary nature of these activities fosters a tendency on the part of both students and teachers (including physical education teachers) to view physical education as a "frill, of lesser value than the academic curriculum".

b) Intramural Sports

In order to ensure continued interest in and development of athletic skills, the emphasis of school intramural sports programs should be on participation rather than competition. Parents, students and many teachers agreed that the thrust of all school athletic programs should be on involvement, not winning. Student athletes should continue to be encouraged to excel, but more importantly to play.

The intramural athletic program in all schools does encourage participation of both sexes. While the same sports may not be offered to girls and boys, intramural activities are usually offered in any sport in which either sex expresses interest. Thus, responding to student demand, a particular high school may offer intramural wrestling and intramural dance; where this occurs the most common result is for boys to select wrestling and girls to choose dance. In my view, this result is consistent with equal opportunity. To force certain specific sports upon reluctant students of either sex might well discourage rather than foster participation. While a compulsory core of physical education courses developing primary athletic skills will increase general fitness levels, a sound intramural athletic program should offer those specific activities which reflect student interest thereby ensuring maximum participation and use of the primary skills. In order to achieve these results, activities should be tailored to meet expressed student interest, the emphasis should be on involvement and having fun rather than the development of specialized skills and winning and adequate budgets and facilities should be made available for activities for both sexes.

c) Interscholastic Activity

While intramural programs in most schools today stress participation, interschool (that is, competitive) athletic programs continue to showcase the school's top athletes who often excel at several sports. It is not uncommon for the same elite group of athletes to compete against their counterparts from other schools on several intercollegiate teams. The majority of students remain spectators or ignore the events altogether.

If competition is as beneficial as its proponents assert, then these benefits should not be restricted to an elite group. In this area, both boys and girls who are not top athletes are deprived of the opportunity to compete. Competition should be available at all levels of skill and competence. The general problem of over-emphasis on winning is not part of my mandate except in so far as it deprives female students of equal opportunity. I am of the opinion that the desire to produce excellence has lessened the opportunities for female participation at this level in terms of sports, facilities and funding available. Both boys and girls must have equal avenues for the achievement of excellence. Therefore, efforts must be made to enlarge the number of sports in which girls are allowed to participate.

d) Co-educational Sports

One of the most controversial issues raised in meetings and discussions with boards and school personnel was the question of sex-segregated versus integrated teams. Cases involving girls, with the requisite athletic skills, being excluded from participating on boys' teams have engendered controversy[17] and litigation.[18]

In schools this issue may arise where: (i) there is no team for the excluded sex; or (ii) where, while a segregated team is available the particular athlete believes that the best competitive opportunities are available with the team of the opposite sex. Because of the greater variety and availability of boys teams, the situation most frequently is encountered where a girl exhibits exceptional ability in a particular sport. However, the same considerations would apply to either sex.

In the case of the first scenario referred to in the preceding paragraph, equality of opportunity is denied where no girls' team is available and a gifted female athlete is not allowed to try out for or compete on the boys' team. To rectify the situation, the school must either create a parallel opportunity or allow the girl to try out for the team with participation based on ability not sex.

In the United States, the issue of sex-segregated teams is dealt with directly in the regulations implementing Title IX of the Education Amendments of 1972.[19] The regulations prohibit educational institutions (which receive federal financial assistance) from providing athletics on a sex-segregated basis but then state that, notwithstanding this requirement "a recipient may operate or sponsor separate teams for members of each sex where selection for such teams is based upon competitive skill or the activity involved is a contact sport. However, where a recipient operates or sponsors a team in a particular sport for members of one sex but operates or sponsors no such team for members of the other sex, and athletic opportunities for members of that sex have previously been limited, members of the excluded sex must be allowed to try out for the team offered unless the sport involved is a contact sport."[20] For the purposes of this section, contact sports "include boxing, wrestling, rugby, ice hockey, football, basketball and other sports the purpose or major activity of which involves bodily contact". Several reasons have been advanced for the contact sport exemption: risk of injury to female athletes; considerations of public decency; and the greater strength requirements of some contact sports.

Such an exemption is not recommended. There is no reliable evidence to establish that a fit, competitive female athlete is exposed to a greater, or different, risk of injury than a male athlete.[21] Further, in those few sports (such as wrestling) in which public decency may be a factor, this is a factor to be decided by the prospective female athlete. Finally, the limitation created by greater strength requirements is also self-regulating; if a woman cannot compete because the sport requires greater strength than she possesses, she will be denied that opportunity not because of her sex but because of her ability. But why should the exceptional female athlete, who can meet the strength demands of a particular sport, be denied an opportunity to compete simply because most females cannot?

Accordingly, in those sports where there is no team for the excluded sex, equity requires that both sexes be given the same opportunity to compete for the team that is available.

In the second scenario referred to above, an exceptional athlete may find insufficient competitive challenges on the team or league of the same sex. While integration wherever possible should be encouraged, my study has convinced me that when equal opportunities are provided to both sexes, boys and girls prefer to play on sex-segregated teams. Thus, this scenario is rarely encountered. Further, the athlete is not being denied an opportunity to compete in the sport but complains of the quality of competitive opportunity. This complaint can be made by both sexes for a variety of reasons including place of residence, age limitations and the like, all of which may reduce the quality of competition.

The problems of allowing members of the opposite sex to play on an otherwise segregated team where parallel opportunities are available were reviewed in detail in Volume I within the context of amateur athletics in the community.[22] Equal opportunity in interscholastic sports will likewise be best advanced by providing parallel opportunities for both sexes, not by forcing schools to abandon existing boys' and girls' teams and leagues in order to accommodate the exceptional athlete of either sex.

e) Coaching

In intramural athletics, coaching requirements are minimal. Many intramural activities such as swimming, badminton and tennis are individual activities and even team sports are less organized and tend to require supervision rather than coaching in the strict sense.

It is at the interschool or competitive level that finding willing and qualified coaches is difficult. This problem is particularly acute in secondary schools. Coaching can be time consuming and emotionally wearing. It is often an added burden at the end of a busy teaching day, a task for which reluctant teachers are expected to volunteer. If a secondary school provides competitive teams for both sexes in a variety of sports, it is a virtual certainty that there will be more teams than there are qualified coaches. The coaches then have to "double up", thus adding to their own burden. It appears to be more difficult to find qualified and willing female coaches than male coaches. This problem becomes even more acute as cutbacks in physical education teachers (either as a result of budgetary restraints or redundancy because of the introduction of co-educational classes) affects more female teachers who lack seniority.

f) Role Models

The decline in female physical education teachers and coaches also removes an important role model for the young female athlete.

As boys mature, sports tend to be an integral part of their development. The culture encourages it, the media portrays it, and fans applaud it. At school and in the community the young male has role models to emulate in every sport. Sport is part of his lifestyle. Not so with girls.

Traditionally, many secondary schools had separate girls' and boys' athletic department heads; more recently, many schools have gone to a single department head, abolishing one position of responsibility. This has usually meant that a male with greater seniority is the head of the physical education department. In some schools that still have separate headships, through seniority a man will have become head of the girls' physical education department. In one county, three of the four girls' physical education department heads and all four of the boys' physical education department heads were male. The role model implications of such staffing are too obvious to require comment.

Girls frequently encounter diminished performance and intensity expectations in school athletics. Competitive sports involve panting, sweating and exhaustion, any or all of which may be considered unfeminine. When physical education classes cease to be compulsory, considerably more girls than boys drop it. The girls' athletic program may include less rigorous activities (e.g. dance, gymnastics, synchronized swimming, etc.).[23] Budget allocations to girls' athletic programs are frequently less than to boys' athletics. The female athlete who ignores these disadvantages may well find that she competes without school or peer or media recognition. As a result, schools may have a negative socializing effect on female participation in athletics.

When girls' participation drops, female fitness suffers. Since health and fitness are interrelated, girls' health suffers. It would be foolish to trace this litany of cause and effect to an absence of female athlete role models, but it is one factor.

What can be done about it? One of the most imaginative programs to address the role model imbalance was undertaken by the Carleton Board of Education in 1982. First, an ad hoc committee was created to consider the problem, develop objectives, and devise strategies to achieve the objectives. Follow-up meetings were then held in participating schools to elicit support from teachers, parents and students. Finally, mechanisms were put in place to monitor implementation of the recommendations. The specific strategies devised to counter the role model imbalance included the development of female staff booster clubs for female athletes, female staff-student intramural sports, mother-daughter participation events, the involvement of senior female athletes in primary and intermediate physical education programs, clinics and special events as a credit in their senior physical education course, female participation weeks to encourage more females to get involved in the available programs; political interaction with a variety of groups to support female participation and finally the dissemination of current research material on female participation.

g) Recognition

Be they tremendous or trifling, no one enjoys having his or her best efforts ignored. Most often one's efforts are ignored not deliberately or maliciously, but through simple oversight.

This is sometimes a problem for girls' athletic programs. Girls' teams may play before empty stands. Parents who would never think to attend their daughter's tournament, may turn out to cheer their son's exhibition game. The local press and media may cover the boys' team and ignore the girls' team. In one county, the principal of a high school convened a special assembly to congratulate the senior boys' basketball team when it won a city tournament. A few weeks later the senior girls' team won an OFSAA championship. No comparable assembly or recognitiion was forthcoming.

The schools do much to achieve equal recognition by providing the same trophies and awards for male and female athletes. If the school has an awards assembly or banquet, it should ensure that the achievements of female athletes are accorded equal recognition.

Recognition by press and media is a more intractable problem. Some newspapers, particularly in smaller communities, depend entirely on school coaches to provide reports of the team's progress in games and tournaments. If girls' teams receive less coverage here, the fault is attributable to the team coach not the newspaper. But other papers assign staff to cover school athletic tournaments. Coverage definitely favours boys' teams, no doubt reflecting a pervasive societal view that men play sports, women play at sports. By co-operating with the press, by encouraging equal attention to girls' athletics, schools can play a valuable role in changing such outdated attitudes.

h) Facilities

However suitable the athletic program, however appropriate the role models, however enthusiastic the teachers and students, none of this counts if the school lacks adequate facilities. In almost all of our meetings with teachers, the inadequacy of athletic facilities was highlighted.

For example, very few elementary schools have swimming pools; obviously this eliminates, or drastically curtails, scope for a school aquatic program. The lack of adequate facilities may have a disproportionate impact on the girls' athletic program. If there is only one change or shower room, it is likely to be allocated to the team which has the highest school profile; invariably, this means the boys' team. If there is one gymnasium, boys' teams are likely to enjoy preferred practice and game times. If equipment and supplies come from a common school athletic budget, vigilance is required to ensure that the girls' program is not shortchanged.

Some secondary schools have separate department heads with separate budgets for boys' and girls' athletics. Other schools have a single department head and a single budget for athletics. In either case, it is important for the board to scrutinize budget allocations to ensure that the girls are not disadvantaged. In many schools, more money is spent on boys' than on girls' athletics.

In an era of scarce resources the Ministry and boards of education must make difficult allocation decisions. While I do not purport to tell the Ministry or boards what priority athletics should have in the allocation of scarce resources, all recommendations designed to ensure greater equality in school athletics will founder unless schools are provided with adequate facilities. In other words, before there can be equal facilities, there must first be adequate facilities.

Both the Ministry of Education and local boards must also be vigilant to ensure that what scarce resources and facilities are provided are equally available to both sexes.

There may also be inexpensive innovations which serve to make existing facilities more equally available; for example, timetabling can be an important factor in the availability of athletics. Schools should ensure that physical education courses are not timetabled opposite courses which a disproportionate number of girls tend to take, thereby limiting the girls' opportunity to take physical education.

In schools whose population is partly rural, it is common for "bus" students to be excluded from intramural or competitive athletics simply because their bus leaves when school classes finish. Some counties have addressed this inequity by introducing a "late bus" system which departs after games and practices; although its route is more limited than the regular bus service, it substantially reduces the travel burden on county students and his or her parents.

Greater liaison between the school physical education department and the community recreation department may also enhance equal opportunity. For example, a school may lack a swimming pool and therefore be unable to meet demand from female students for an aquatic program. Nevertheless, by liaison with community recreational officials, such a program may be inexpensively offered.

The City of Ottawa has a formal liaison committee between the city and the school board to maximize the use of all athletic facilities. In Waterloo a "Community - School Committee" has facilities. In Waterloo a "Community - School Committee" has been in existence for some time administering a one-page agreement for the reciprocal use of athletic facilities. In Thunder Bay, the "Inter-Agency Committee on Leisure Services", comprised of representatives from the Parks and Recreation Department, the Board of Education, Lakehead University and Confederation College co-ordinate the use of recreational facilities in the Thunder Bay region.

Other communities throughout the Province have provided for the reciprocal use of facilities through informal arrangements or agreements; for example, Nipissing, Peterborough, Mississauga and Halton. The City of North York has a number of such contractual arrangements between the Board of Education and the Parks and Recreation Department. In most cases, the facilities in question are board-owned and the Parks and Recreation Department issues permits to community groups for the use of the facilities. The only truly "shared" facility is the North York Stadium which was built by the City on board-owned land. This facility is used by the students of Northview Heights and other local schools as well as by various community groups. I am pleased to report that similar co-operative efforts exist in other parts of the Province and should be encouraged elsewhere.

RECOMMENDATIONS

The Problems

I have concluded that although commendable progress has been made in recent years in improving the opportunities for females to participate in all phases of athletics in the school system the following basic inequities remain:

(a) A disproportion in the number of females who participate in all facets of the school athletic program.

(b) In many areas of the Province there is inequality in the funding provided to female athletic activity when compared to male athletic activity.

(c) The allocation of physical facilities is unequal.

(d) There are a deficient number of female physical education teachers, coaches and hence female role models at all levels of elementary and secondary schools.

These basic inequalities do not exist in every school or school jurisdiction nor do they exist to the same degree in areas where they do exist. In many jurisdictions, they exist virtually without anyone being particularly conscious of the problem. Hitherto very little effort has been made by most school boards to keep data which would more clearly delineate the problem and at the same time raise the level of public awareness of it. In this regard, the Ottawa School Board found that their survey was a healthy exercise for all concerned. It taught them things about their system which they did not know before and alerted them to the need to keep better records.

Alternative Solutions

The problems having been identified, what is the solution?

Given the nature and origin of this study, I must first consider whether the solution lies in simply removing the exemption in the Human Rights Code so as to make the provision of the Code applicable in the schools. I have found that, in some respects, there is discrimination against females. Schools are undoubtedly a public facility. Hence, the provision of the Code would be apt to deal with the situation.

The alternatives which appear to be open are:

(1) To remove the exemption and apply the Human Rights Code;

(2) To enact a new statute similar to Title IX in the United States;

(3) To maintain the status quo which consists of general statements of policy of the Ministry of Education implementation of which is left to the local boards; or

(4) To adopt measures that are less rigorous than (1) or (2) but are more rigorous than (3).

I have concluded that it is inappropriate to apply the Ontario Human Rights Code to the school system at least until a more flexible and less formal approach, which I advocate, has been tried and failed. Why? It is generally the tradition in this province to keep the strong arm of the state out of school systems. In keeping with this tradition the Ministry of Education allows school boards considerable autonomy, subject to compliance with certain basic standards and principles. In my view, it would constitute too abrupt a reversal of the policy to introduce the provision of the Ontario Human Rights Code. Introduction of the Code could result in literally hundreds of complaints in every county. This would have a most disruptive effect on the school program.

On the other hand, maintaining the status quo is equally unsatisfactory. While autonomy of the local boards is a commendable policy, we are dealing with a human rights issue. While I am not prepared to recommend the immediate application of the Ontario Human Rights Code for the reason I have stated, neither can I recommend that human rights should be determined locally.

In the United States, Title IX, of the Education Amendments of 1972, was enacted to deal with the problems of discrimination against women in educational institutions, not only in athletics but in all aspects of education including employment of staff and teachers. It is, in effect, an E.R.A. for education. Administration of Title IX and its implementing regulations by the office for Civil Rights of the Department of Education, requires a large bureaucracy which is both costly and unwieldy. Termination of federal funding, which is the statute's ultimate sanction, has almost never been employed. I have concluded that a structured response comparable to Title IX is not warranted here. First the problem is different. In the United States, the participation of females in education was excessively low in many areas. The proponents of Title IX point to the increase in participation of women in athletic programs as a justification for its enactment. I have pointed out earlier that the rates of increase in interscholastic competition in our high schools are comparable to those in the United

States. This indicates that a less structured response to the problem is justified here. That is not intended as a criticism of Title IX because no doubt we obtained the benefits of its effect in raising the level of public awareness.

The Preferred Solution

The solution which I favour is to strengthen the policies and guidelines of the Ministry of Education in the areas which affect equality of opportunity for the sexes. Some method must be adopted for the enforcement of such policies and guidelines. Simple monitoring of compliance without any sanction (however sparingly exercised) will not suffice. I recommend that, in connection with a board's application for grants, each board be required to submit a return to the Ministry of Education not dissimilar to the information submitted to the Task Force by the Ottawa Board and based on questionnaires completed by each school. The information would not be as extensive as that supplied to me by the Ottawa Board and with improved record keeping the task in supplying it should not be nearly as onerous. Such a return should be filed by the board at least every second year. In order to facilitate the furnishing of this information, schools would be obliged to keep better records documenting participation of males and females in physical education, intramural and interscholastic competition and the like. It would be necessary to maintain records of the allocation of funding to and the use of facilities by both sexes respectively.

Officials in the Ministry of Education should be designated to review the return of each board. Breaches of the policies and guidelines of the Ministry of Education should be communicated to the offending board with a request for compliance. The board should be advised that persistent refusal to comply would result in a withholding of funds.

Guidelines

The guidelines and policies which should be strengthened are as follows:

(1) In both elementary schools and secondary schools, the guidelines should affirm, without qualification, that it is the policy of the Government of Ontario and the Ministry of Education that schools provide equality of opportunity in athletics to both sexes.

(2) All classes at the elementary level should be co-educational.

(3) Physical education classes at the elementary level should be conducted for at least 30 minutes per day. This may not appear, at first blush, to relate specifically to equality. On the other hand, it is my view that, in order to achieve a level of fitness that will encourage young girls to continue to participate in the athletic programs in high school and beyond, such a requirement is essential.

(4) The elementary physical education curriculum should be more precise and prescriptive; it should specifically identify the skill or skills which a child is expected to have mastered before graduating from each grade. It should also be designed to ensure cumulative motor skill and fitness development from grade to grade.

(5) Fitness testing and remedial programs should be mandatory at the elementary school level.

(6) The physical education program at the elementary school level should require of female and male participants similar performance quality.

(7) All athletic competition should be co-educational.

Secondary

(8) All students should be required to obtain 2 credits in physical education during their first two years of high school. The objective of this recommendation is to stem the tide of physical education drop-outs in the early years of high school. The result is that a low percentage of girls acquire the necessary skills and fitness to participate in interscholastic competition and in athletics outside the school.

(9) Co-educational physical education classes should be encouraged and, where numbers permit, students should have the option of taking physical education in a co-educational class or a class restricted to the sex of the optionor. I have been persuaded by teachers and students that providing an option is preferable to a mandatory requirement for co-educational physical education. The latter is the rule in the United States but it has come under some forceful criticism.

(10) In intramural competition there should be no restriction on participation based on sex.

(11) In interscholastic competition separate male and female teams in the same sport should be permitted, but integration, wherever possible, should be encouraged.

> Where a team in a sport exists only for members of one sex, members of the excluded sex must be allowed to try out for the team. Team members must be selected on the basis of ability.

Other Practices

In addition to the guidelines, I recommend changes to other practices current in the school system. Measures must be taken to stem the decline in the number of women physical education teachers. The current practice is that when one or more physical education positions become redundant the teacher that is terminated is the one with the least seniority. With the advent of co-educational classes it is no longer necessary to have a female physical education teacher because a male can teach a co-educational class. It was not the practice to have a male teach a female physical education class. Since there is a substantially higher proportion of men with the most seniority there has been a marked decline in the number of female physical education teachers. In order to reverse this trend, I recommend that women physical education specialists be treated as a separate category. Furthermore, no female physical education specialist should be terminated or laid-off unless there will remain in the school an equal number of male and female instructors.

With respect to coaches, each board should create a program similar to that carried out by the Carleton Board. In order to vest responsibility in a particular body, I recommend that each board that does not have a committee which deals with women's issues should establish one. In addition to its general function to promote equality of opportunity in the schools, the committee would have the duty of assisting in the implementation of the guidelines which I have recommended. A specific mandate of the committee would be to institute a program to increase the number and quality of female coaches and to increase the number of role models for female athletes. In order to ensure maximum use of public facilities, a member of this committee should be an _ex officio_ member of each Recreation Committee in the municipality that exists in the area over which the board has jurisdiction. The use of facilities should be a two way street. It is perhaps as common to find school athletic facilities under-utilized as is the reverse situation. Accordingly, I recommend that one member of the Recreation Committee of each municipality in the board's jurisdiction should be appointed to the property committee of the board.

Enforcement

I have earlier touched on the method of enforcement when I described my preferred solution. Some additional comment is, however, appropriate.

It would be the duty of the appropriate officials in the Ministry to monitor the returns made by each board to ensure that, as a whole, schools within its jurisdiction are providing equality of opportunity. The Ministry officials would act on persistent refusal to provide equality in the area over which the individual Board has jurisdiction. While Ministry officials should react to complaints of inequality, specific instances of discrimination should not result in any administrative action if equality is being provided by the board's athletic program as a whole.

The Ministry should be given the power to withhold funds from an offending board as an ultimate sanction. Admittedly, this remedy is a serious one and would, no doubt, be sparingly exercised. In virtually all cases, the prospect of its exercise would be adequate to bring about compliance. However, an ultimate sanction such as this is necessary to ensure the effectiveness of these recommendations. The alternative is to apply the provisions of the Ontario Human Rights Code, a measure which I have concluded would at present be too disruptive to our school system and not in conformity with our traditions in this area.

I have not recommended any appeal procedure from the exercise of an administrative decision to withhold funds. I have not done so for a number of reasons. First, we are dealing with bodies that are themselves governmental institutions. Therefore, there is not the same concern for the finality of an administrative decision as in the case of the voluntary association in Phase I where an appeal procedure was recommended. Secondly, the matter will be settled administratively in most instances. As a result, an appeal procedure would be seldom resorted to, if ever. If, however, the school boards make out a substantial case in favour of establishing an appeal procedure from the decision of the Ministry to withhold funds, then, an appeal by way of a hearing before a Board of Inquiry appointed under the Ontario Human Rights Code could be provided as in the recommendations in Phase 1 (Recommendations 20-22).

Finally, I recommend that the Ministry of Education closely monitor the progress that is made in providing equality for 10 years from the implementation of these recommendations. If this more gentle approach of administrative persuasion fails, then I would recommend that the exemption in the Human Rights Code be removed so that athletics in the schools would be subject to its provisions with some modification of its present terms to permit equality of opportunity to be provided to the sexes not only by fully integrated facilities but, in appropriate circumstances, parallel facilities.

Part II - College and University Athletics

Introduction

Colleges and universities are the last publicly funded institutions I was required by Order-in-Council to examine. Unlike the elementary and secondary schools, however, colleges and universities are considered autonomous and are subject to less direct governmental control; also, student attendance and athletic participation are strictly voluntary. These are important factors in determining the degree of governmental interference that would be desirable in pursuit of athletic equality.

In this Phase of the study, I consulted with representatives of the Ministry of Colleges and Universities, a number of community colleges and universities throughout the province, the Ontario College Athletic Association and the Ontario Women's Intercollegiate Athletic Association.

I also had a questionnaire prepared and circulated to each of the province's 22 colleges of applied arts and technology, to each of its 15 universities and to Ryerson Polytechnical Institute (which the Ministry classifies as a university for funding purposes). A list of institutions, noting those who responded, is contained in Appendix 11. The questionnaire sought information pertinent to the issue of equal treatment of the sexes in athletics. Specifically, I attempted to determine the number of male and female participants in athletic activities, the number of men and women involved as instructors and coaches, and the allocation of athletic budgets to male and female athletics. I want to thank the representatives from the 15 colleges and 12 universities (including Ryerson) who took the time and effort to complete the questionnaire. A copy of the questionnaire is reproduced in Appendix 12. Results of the survey are discussed in this chapter under the heading: "Athletic Programs in Colleges and Universities".

1) The Role of the Ministry of Colleges and Universities

Colleges and universities fall within the jurisdiction of the Ministry of Colleges and Universities.

A) Colleges

I was advised by Ministry officials that the Ministry considers colleges to be autonomous, self-governing institutions which are administered by local boards of directors. Approximately 88% of college budgets come from Ontario government grants. The remaining 12% comes from student fees.

The size of provincial grants to a particular college is determined by the application of a complex formula called "The Activity Based Funding Mechanism". This formula takes into account such factors as the size of the college, the number of campuses, the geographic area and the relative cost of programs offered. Athletic activities are not part of the formula, except for actual credit programs leading to certificates or diplomas. In other words, the level of intramural or competitive athletics offered by a college will not influence the size of its grant. The board of directors of the college determines how the grant will be allocated.

Some boards provide generous funds for athletics from the overall grant, while others rely primarily or exclusively on student activity fees to finance athletics. The official position of the Ministry of Colleges and Universities is that the Ontario government provides no direct financial assistance to college athletics. Each college's board of directors, however, has a virtually unfettered discretion to determine funding priorities, including what portion, if any, of the provincial grant will be allocated to athletics. In reflecting upon the issue of equal athletic opportunity at colleges, I have kept several facts in mind.

(a) Colleges essentially provide vocational training. Their student population tends to have specific career goals. Few colleges have residential facilities. Most students commute. These facts limit student inclination to participate in extensive competitive sports programs. Competitive football and hockey, for example, both appear to have attracted less student participation and spectator support than at the universities.

(b) There is a wide variation in athletic facilities from college to college. Some colleges (for example, Sheridan and Durham) have only primitive athletic facilities; other colleges (for example, Seneca) have an extensive spectrum of athletic facilities. These variations reflect the priorities established by the college's board of directors in the particular community.

(c) Local autonomy is preserved by allowing the board of directors of each college to determine budget allocations, including budget allocations for athletics. To require that portions of the provincial grant be specifically earmarked for athletic activity would diminish the discretion of the boards of directors.

B) Universities

All Ontario universities are established by legislation, except for Queen's University in Kingston which is established by Royal Charter. As creatures of statute, the Acts provide an administrative structure in which ultimate responsibility for administration of the University is entrusted to a board of governors. The board of governors oversees budget expenditures.

Through the Ministry of Colleges and Universities, operating grants are made to each university by means of a formula system. For the 1983/84 academic year, total operating grants were projected to be 1.1 billion dollars. The formula by which an institution's operating grant is determined is set out in detail in the Ontario Formula Operating Manual. The manual excludes recipient institutions from using operating grants on certain kinds of expenditures such as capital projects, student residences, and "ancillary enterprises" which is defined to include athletics. Institutional compliance may be monitored through periodic audit of expenditures by provincial auditors. Consequently, official Ministry policy is that no provincial funds are used to support university athletic programs.

The Ministry also makes capital grants to universities. Capital grants are allocated on a project by project basis. For the 1983/84 academic year, capital grants were estimated at 13.5 million dollars. As with operating grants, capital grants cannot be used for "ancillary enterprises" including athletic facilities not strictly for use in the university degree physical education courses. Consequently, universities must find other capital sources for athletic buildings or equipment required for extra-curricular athletics.

The rationale for the Ministry policy against financing university athletics is that these are voluntary activities. In times of financial stringency, the use of public monies to fund athletics would dilute the resources which could be committed to the university's primary functions of teaching, research and scholarship. Implicit in the classification of athletics as "ancillary enterprises" is the policy that ancillary activities should be financed from private rather than public sources. Athletic facilities may be partially funded from public sources to the extent that they are required for use in the university degree physical education courses. Additional sources of funding for facilities and equipment for use in extra-curricular athletics is within the jurisdiction of the individual university. Such sources include endowments, fundraising campaigns, donations or athletic fees.

2) Athletic Programs in Colleges and Universities

The following tables and commentary are based on information provided in the completed questionnaires and on information gathered at our meetings with a representative number of colleges and universities throughout the Province.

A) Colleges

Of the 22 colleges contacted, 15 completed our questionnaire.

(i) Curriculum

(1) **None of the 15 colleges responding to our questionnaire offered a formal physical education program.**

While formal physical education programs are not offered, many colleges offer programs which contain a fitness or sport activity component such as Law and Security Administration and Ambulance and Emergency Care. Elective programs, such as Leisure Studies, often include recreational physical activities. There are also physical fitness instructor and coaching programs. Chart I lists the various colleges which offer such programs and the number of males and females enrolled in the programs in 1982/83. In some cases, colleges were also able to provide past enrolment statistics for these programs.

CHART I *

COURSES OFFERED/NUMBER OF STUDENTS ENROLLED

COLLEGE	COURSES	STUDENTS						TOTAL ENROLMENT		
		1982/83		1977/78		1972/73		1982/83		
		Male	Female	Male	Female	Male	Female	Male	Female	Total
Cambrian	- fitness courses taught in following 2 programs: Law and Security Administration and Ambulance and Emergency Care	73	42	* -	-	-	-	1313	1565	2878
Conestoga	- required courses in phys. ed. for following programs: Criminology and Law Enforcement and Ambulance and Emergency Care Technician but phys. ed. is not offered as a "credit elective"	60	35	-	-	-	-	1503	1476	2979
Confederation	- Leisure Skills and Lifestyles in the 80's course has activity component. This an elective course.	40	60	-	-	-	-	976	1147	2123
Fanshawe	- a) physical fitness instructor diploma (2 years); b) physical, health and recreation required and elective credit courses; lifestyle, theory and practical classes	86	124	94	111	-	-	2666	2927	5593
George Brown	- fitness courses	16	34			28	8	2272	2287	4559
Georgian	- fitness component in Law and Security program but no separate phys. ed. course offered	-	-	-	-	-	-	1213	1746	2959
Humber	- fitness courses in following programs: Ambulance Care, Recreational Leadership, Law and Security and Jockey Training	-	-	-	-	-	-	4229	4030	8259
Lambton	- fitness and recreation courses	70	90	-	-	10	40	568	775	1343
Mohawk	- a) Leisure Studies program (elective now but, until 1982 was compulsory) has recreational activity component e.g. bowling, swimming, horseback riding b) Recreational Leadership	1000	1000	-	-	800	400	2833	2790	5623
Niagara	- phys. ed. and/or fitness courses in following programs: Ambulance and Law and Security - Recreation Fitness and Business Fitness courses also offered	110	50	60	20	-	-	1414	2037	3451
Northern	- No courses	-	-	-	-	-	-	840	683	1523
Sault	- No courses	-	-	-	-	-	-	960	772	1732
Seneca	- coaching diploma programs in gymnastics and figure skating	15	63	-	-	11	37	3775	4710	8485
Sheridan	- dance, fitness for life, judo, karate, yoga	200	150	-	-	0	0	2473	3443	5916
Sir Sandford Fleming	- fitness courses	78	26	"5 yrs. ago females represented 10% of total class"		-	-	2008	1379	3387
TOTAL PARTICIPATION 1982/83		1747	1674							

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* Throughout all charts, a dash or blank space under any given heading indicates either:

(a) the question was applicable but no figures or other information were provided by the responding college or university; or

(b) the question was inapplicable e.g. no physical education courses were offered, therefore, no enrolment figures exist.

(2) **In 1982/83, total enrolment by males and females in curricular programs with a fitness or sports activity component was almost equal.**

As indicated by Chart I, a total of 1747 males and 1674 females were enrolled in the various activity related programs offered by the colleges which responded to our questionnaire. Nine of the fifteen colleges for which figures were available had a higher female than male total full-time enrolment.

(3) **All classes in these activity related programs were offered on a co-educational basis.**

CHART II

CO-ED CLASSES

COLLEGE	CO-ED CLASSES
Cambrian	Yes
Conestoga	Yes
Confederation	Yes
Fanshawe	Yes
George Brown	Yes
Georgian	-
Humber	Yes
Lambton	Yes
Mohawk	Yes
Niagara	Yes
Northern	-
Sault	-
Seneca	Yes
Sheridan	Yes *
Sir Sandford Fleming	Yes

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* Dance classes are offered to females only

(4) **A total of 35 males and 29 females participated in the instruction of these programs.**

CHART III

STAFF

COLLEGE	MALE	FEMALE
Cambrian	-	1
Conestoga	2	0
Confederation	4	4
Fanshawe	5	1
George Brown	3	2
Georgian	-	-
Humber	1	1
Lambton	1	1
Mohawk	2	2
Niagara	2	0
Northern	-	-
Sault	-	-
Seneca	4	6
Sheridan	10	9
Sir Sandford Fleming	1	2
TOTAL	35	29

(5) In response to a question on budgets, only 3 of the respondent colleges provided a breakdown of monies expended on male versus female activities.

In one case, the amount allocated to male activities was more than the amount allocated to female activities. In another case, the amounts allocated were equal. In the case of Sheridan, $800 was allocated to female activities and $2,200 to co-educational activities.

CHART IV

CURRICULUM BUDGETS 1982/83

COLLEGE	TOTAL	ALLOCATION		
	$	$ to male activities	$ to female activities	$ to co-ed activities
Cambrian	24,000	10,240	600	13,160
Conestoga	4,500	-	-	4,500
Confederation	5,000	-	-	5,000
Fanshawe	175,000	-	-	175,000
George Brown	20,000	-	-	20,000
Georgian	-	-	-	-
Humber	5,000	-	-	5,000
Lambton	8,000	2,000	2,000	4,000
Mohawk	25,000	-	-	25,000
Niagara	2,000	-	-	2,000
Northern	-	-	-	"total budget allocated"
Sault	-	-	-	-
Seneca	324,000	-	-	324,000
Sheridan	3,000	-	800	2,200
Sir Sandford Fleming	-	-	-	-

(ii) Intramural Activity

(6) **At most colleges, a wide range of intramural and club activities were provided. Activities were offered on a male-only basis, a female-only basis, and on a co-educational basis. At most colleges there were more activities offered to males only than to females only.**

Most colleges commented that intramural programs are generally organized by students and depend upon student interest and demand. Where more activities are available to males than to females, the explanation generally offered was that females had not demanded such activities.

CHART V

INTRAMURAL AND CLUB ACTIVITIES AVAILABLE

COLLEGE	ACTIVITIES AVAILABLE:		
	Male	Female	Co-Ed
Cambrian	Floor hockey, basketball, handball, hockey, football, soccer club	Floor hockey	Volleyball, bowling clubs, ski club, curling, badminton club
Conestoga	touch football, football, contact hockey, non-contact hockey, ball hockey, basketball, indoor soccer, badminton, squash	volleyball, touch football, badminton, squash	three-pitch softball, volleyball, broomball, basketball
Confederation			"competitive, recreational, individual team"
Fanshawe	basketball, volleyball, floor hockey, baseball, ice hockey, badminton, tennis, table tennis	same sports as those available to men	same sports as those available to men with the exception of ice hockey
George Brown	basketball, coso hockey, blind volleyball, volleyball, badminton, soccer, handball, touch football	blind volleyball, volleyball, badminton, soccer, basketball	blind volleyball, volleyball, badminton, basketball
Georgian	touch football, soccer, hockey, floor hockey	touch football, broomball, floor hockey, figure skating	golf, tennis, softball, bike races, curling, archery, badminton, volleyball, bowling, basketball, skiing, tabletennis, weightlifting, racquetball, squash, fun run, darts, fencing, rollerskating
Humber	Note: brochure provided by Humber does not designate intramural sports as male or female		volleyball, golf, cross country, badminton, curling, squash
Lambton	basketball, hockey, tennis, badminton	volleyball, tennis, badminton	basketball, hockey, badminton, indoor soccer, 3 on 3 basketball, softball
Mohawk	football, ball hockey, men's fitness, basketball, soccer, ice hockey	ball hockey, basketball, volleyball, dance aerobics, fitness classes	frisbee football, basketball, slow pitch, indoor slow pitch, broomball, hockey
Niagara	touch football, ice hockey, floor hockey, golf, tennis, badminton, volleyball, basketball	golf, floor hockey, tennis, badminton, basketball, volleyball	tennis, badminton, volleyball
Northern	floor hockey, racquetball, squash, badminton, table tennis	racquetball, squash, badminton, table tennis	racquetball, squash, volleyball, table tennis, basketball, floor hockey, tennis, badminton, bowling, curling, skiing
Sault	floor hockey	floor hockey	volleyball, soccer, basketball, curling, badminton, bowling, slowpitch, street hockey
Seneca	volleyball, basketball, ball hockey, ice hockey, flag football, indoor soccer	fitness, introduction to weight training, horseback riding	volleyball, basketball, table tennis, broomball, softball, badminton, pleasure skating, swimming, scuba club, ski club, weight training club, ski trip
Sheridan	hockey, floor hockey basketball, soccer	basketball, dance, yoga	touch football, volleyball, golf, tennis, softball
Sir Sandford Fleming	ice hockey, floor hockey	body building	floor hockey, volleyball, basketball, curling, karate, badminton, softball, tennis

(7) In the 1982/83 school year, a significantly higher number of males than females participated in intramural activities. This was true in the case of both segregated and co-educational teams.

Of the 15 colleges responding to the questionnaire, a total of 18,367 participants were involved in male-only activities, 4,642 in female-only activities, and 9,212 in co-educational activities. In co-educational activities, the ratio of males to females ranged from 1:1 at Northern College to a high of 8:1 at George Brown and Cambrian Colleges.

CHART VI

PARTICIPATION STATISTICS - INTRAMURAL ACTIVITY

COLLEGE	PARTICIPANTS*											
	1982/83				1977/78				1972/73			
	Male	Female	Co-ed	Co-ed M:F Ratio	Male	Female	Co-ed	Co-ed M:F Ratio	Male	Female	Co-ed	Co-ed M:F Ratio
Cambrian	600	75	284	8:1	-	-	-	-	-	-	-	-
Conestoga	398	119	350	4:1	-	-	-	-	-	-	-	-
Confederation	-	-	1,200	*2:1	-	-	778	*2:1	-	-	-	-
Fanshawe	4,900	800	180	3:1	-	-	-	-	-	-	-	-
George Brown	4,232	478	645	8:1	2,300	140	314	16:1	-	-	-	-
Georgian	512	221	730	1.5:1	160	0	312	2.2:1	-		-	-
Humber	1,500	500	2,000	3:1	-	-	-	-	-		-	-
Lambton	500	100	600	5:1	-	-	-	-	-	-	-	-
Mohawk	2,565	1,180	1,180	2:1	1,884	433	-	-	-	-	-	-
Niagara	900	300	135	3:1	-	-	-	-	300	65	70	4.5:1
Northern	*40	*20	*200	1:1	-	-	-	-	-	-	-	-
Sault	206	42	900	3:10	92	26	400	1:10	-	-	-	-
Seneca	964	357	308	2.7:1	-	-	-	-	-	-	-	-
Sheridan	800	400	200	3:1	-	-	-	-	200	0	50	10:1
Sir Sandford Fleming	250	50	300	5:1	-	-	-	-	-	-	-	-
TOTAL 1982/83	18,367	4,642	9,212									

*NOTE: Statistics in some cases may be duplications i.e. the numbers recorded may represent one individual playing on several teams

(8) **While most colleges did not have a specific rule relating to females participating on male teams or vice-versa, several indicated that females wishing to compete on male teams were often permitted to do so particularly where a parallel activity was not offered for females (for example, hockey). However, males were not generally allowed to play on female teams.**

CHART VII

DESCRIPTION OF RULES RELATING TO FEMALES PARTICIPATING ON MALE'S TEAMS OR VICE VERSA - INTRAMURAL ACTIVITY

COLLEGE	COMMENT IN RESPONSE TO REQUEST FOR RULE
Cambrian	"Any female wishing to compete in male leagues ... are more than welcome but male(s) are not allowed to play in female leagues.
Conestoga	No rule
Confederation	"All activities in intramurals are co-ed except basketball - females are allowed to participate but are not required on the roster"
Fanshawe	No rule
George Brown	Special rules for co-ed basketball e.g. "Co-ed teams consist of two or more females per team" and in co-ed blind volleyball e.g. "overhand serving will not be permitted in the co-ed league"
Georgian	"If a sport such as hockey is not provided for females, females may apply for privilege in that sport"
Humber	No rule
Lambton	No rule
Mohawk	"Females may only play on Men's Intramural teams if the sport is not in the Women's Program"
Niagara	"... No females in male only sports and vice versa"
Northern	"Theoretically any girl is welcome on any men's team (and vice versa). To date, no one has tried to play for a team under this arrangement.
Sault	"For Co-ed teams, there must be a minimum of 2 females on the floor at all times."
Seneca	"No specific rules exist in this area"
Sheridan	"Females are not eligible to play on male teams. Males are not eligible to play on female teams."
Sir Sandford Fleming	No rule

(9) An unequal portion of the intramural budget is allocated to male activities.

The explanation generally has been that fewer females are participating hence funding required for their sports is lower. In addition, it was asserted that male sports such as football and hockey require more funding than do female sports.

CHART VIII

INTRAMURAL ACTIVITY BUDGETS 1982/83

COLLEGE	TOTAL	ALLOCATION		
	$	$ to male activities	$ to female activities	$ to co-ed activities
Cambrian	-	-	-	-
Conestoga	127,000	*60,000	*30,000	*37,000
Confederation	13,745	-	-	13,745
Fanshawe	20,000	12,000	6,000	2,000
George Brown	13,200	8,000	3,000	2,200
Georgian	13,000	4,000	2,500	6,500
Humber	30,000	-	-	-
Lambton	5,000	1,000	1,000	3,000
Mohawk	5,273.75	3,196.25	430.50	1,647
Niagara	1,500	800	450	250
Northern	-	-	-	"total budget" -
Sault	103,000	-	-	-
Seneca	28,000	-	-	28,000
Sheridan	45,000	25,000	10,000	10,000
Sir Sandford Fleming	25,000	12,000	3,000	10,000
TOTAL	429,718.75	125,996.25	56,380.50	114,342.00

(iii) Intercollege Sports

(10) More programs were available to males than to females at the intercollege level.

CHART IX

INTERCOLLEGE SPORTS AVAILABLE

COLLEGE	SPORTS AVAILABLE		
	Male	Female	Co-ed
Cambrian	hockey, golf, basketball, archery, skiing, volleyball	volleyball, skiing, curling, archery	curling, cross country, archery
Conestoga	basketball, hockey, volleyball, golf, soccer	volleyball	tennis, badminton, cross country
Confederation	alpine skiing, curling, cross country running, hockey, touch football, badminton, indoor soccer	alpine skiing, volleyball, cross country running, touch football, ringette, dance team, badminton	curling, badminton
Fanshawe	basketball, curling, volleyball, badminton, tennis, table tennis, golf	[same sports as for males]	curling, badminton, tennis, table tennis
George Brown	touch football, soccer, volleyball, badminton, basketball, table tennis, tennis	basketball, volleyball	tennis, cross country, golf, badminton, curling, skiing, archery
Humber	soccer, hockey, basketball, golf	hockey, golf	badminton, curling
Lambton	basketball, golf	volleyball	tennis, badminton, table tennis, curling
Mohawk	basketball, volleyball, soccer, tennis, hockey, badminton, cross country running, archery, skiing, curling	basketball, volleyball, tennis, badminton, archery, cross country running, curling [Note: hockey, skiing offered, but no interest shown]	badminton, tennis, archery, curling
Niagara	curling, tennis, badminton, golf, basketball, hockey	curling, badminton, basketball, tennis	curling, badminton, tennis
Northern	broomball, basketball	broomball, basketball	-
Sault	-	-	-
Seneca	basketball, football, baseball, hockey, soccer	basketball, hockey, softball, volleyball	curling
Sheridan	basketball, volleyball, hockey, soccer	basketball, volleyball, hockey, soccer, softball	golf, tennis, skiing, badminton
Sir Sandford Fleming	ice hockey, soccer, basketball, table tennis, cross country running, tennis	ice hockey, volleyball, basketball, table tennis	volleyball

(11) In 1982/83, approximately twice as many males as females were participating in intercollege sports.

A total of 1,021 participated on all male teams, 552 participated on all female teams and 565 participated on co-educational teams. The average ratio of males to females participating in co-educational sports was approximately 2.5:1.

CHART X

PARTICIPATION STATISTICS - INTERCOLLEGE SPORTS

COLLEGE	PARTICIPANTS*											
	1982/83				1977/78				1972/73			
	Male	Female	Co-ed	Co-ed M:F Ratio	Male	Female	Co-ed	Co-ed M:F Ratio	Male	Female	Co-ed	Co-ed M:F Ratio
Cambrian	52	20	15	±3:1	-	-	-	-	-	-	-	-
Conestoga	56	14	32	±4:1	-	-	-	-	-	-	-	-
Confederation	68	47	6	1:1	43	12	4	1:1	-	-	-	-
Fanshawe	46	40	16	-	-	-	-	-	-	-	-	-
George Brown	83	51	49	1.5:1	107	37	24	2.8:1	-	-	-	-
Georgian	68	24	64	1.78:1	32	0	50	2.5:1	-	-	-	-
Humber	80	20	100	4:1	-	-	-	-	-	-	-	-
Lambton	41	34	75	1.2:1	39	15	54	2.6:1	-	-	-	-
Mohawk	107	53	160	2:1	-	-	-	-	-	-	-	-
Niagara	72	20	8	3.5:1	-	-	-	-	80	30	6	2.7:1
Northern	30	30	-	-	-	-	-	-	-	-	-	-
Sault	-	-	-	-	-	-	-	-	-	-	-	-
Seneca	109	64	-	-	-	-	-	-	-	-	-	-
Sheridan	59	60	40	1:1	-	-	-	-	70	16	24	5:1
Sir Sandford Fleming	150	75	-	-	-	-	-	-	-	-	-	-
TOTAL 1982/83	1,021	552	565									

*NOTE: Statistics in some cases may be duplications i.e. the numbers recorded may represent one individual playing on several teams.

(12) None of the colleges had specific rules relating to females participating on male teams or vice-versa.

In most cases, colleges indicated that they were governed by the rules of the Ontario Colleges Athletic Association (the O.C.A.A.) - the provincial body which organizes and provides intercollege sports competitions amongst its member colleges. The O.C.A.A. advises that, while it does not have a specific rule prohibiting females from participating on males teams or vice-versa, such a rule is implicit in the description or designation of a team as "men's" or "women's".

CHART XI

DESCRIPTION OF RULES RELATING TO FEMALES PARTICIPATING ON MALE TEAMS OR VICE VERSA - INTERCOLLEGE SPORTS

COLLEGE	COMMENT IN RESPONSE TO REQUEST FOR RULE
Cambrian	"Males and females must compete in their respective leagues"
Conestoga	No rule
Confederation	"Only the rules specified by league, tournament or conference participation"
George Brown	-
Georgian	"We are a member of the Ontario Colleges Athletic Association and are governed by their regulations. Each sport therefore is defined male/female/co-ed.
Humber	"Not our institution, however the Ontario Colleges Athletic Association"
Lambton	"the participants must be of the gender intended for that sport indicated by sports title ie. men's volleyball - women's volleyball."
Mohawk	"O.C.A.A. Rules (Ontario Colleges Athletic Association)"
Niagara	"O.C.A.A. Rules - only males in men's basketball, volleyball etc. and vice versa
Northern	"Our institution does not, city leagues do not but the Ontario Broomball Association would probably object to any "mixed" teams"
Sault	-
Seneca	"O.C.A.A. ruling prohibits females participating on men's teams and vice versa"
Sheridan	"Females are not eligible for male teams. Males are not eligible for female teams."
Sir Sandford Fleming	-

(13) Most intercollege athletic competition is organized and provided at the provincial level by the Ontario Colleges Athletic Association.

The O.C.A.A. works to organize, supervise and control intercollege athletic competition and to encourage participation among its member institutions.

In addition to providing consulting services to the O.C.A.A., the Ministry of Tourism and Recreation granted the organization $20,034.00 in 1983/84. The portion of the O.C.A.A.'s total projected budget which is comprised of provincial funds is 26.3%.

The intercollege program offered by the O.C.A.A. consists of 17 different league and tournament sports in which all 22 member colleges and their various satellite campuses participate. Some programs are provided on a segregated basis and some on a co-educational basis.

(14) The number of colleges which choose to compete in women's sports offered by the O.C.A.A. is less than those which elect to compete in men's sports.

In 1982/83, 1944 males and 922 females participated in O.C.A.A. sports. These sports together with a breakdown of the number of colleges and male and female participants are set out in Chart XII. While the O.C.A.A. maintains that all sports are open to both males and females, in most cases this is on a segregated basis. If a college elects to field only one team in a segregated sport for O.C.A.A. competition, the members of the team must be either all male or all female. According to a 1982/83 amendment to the O.C.A.A. constitution, a female could not, for example, play on a male basketball team because that sport has specific "men's" and "women's" designations. Some sports, such as golf (where in 1982/83 there were 64 male and no female participants) do not have separate designations and an O.C.A.A. representative advises that in this case a female would not be denied the opportunity to participate.

CHART XII

Sport	Number of Colleges Participating	Males Participating	Females Participating
Archery	5	22	5
Badminton	21	98	71
Basketball (Men's)	19	319	
Basketball (Women's)	11		159
Cross Country Running	10	39	23
Curling	22	118	64
Golf	16	64	-
Hockey (Men's)	15	455	
Hockey (Women's)	8		143
Skiing	9	47	20
Softball (Women's)	6	-	128
Soccer	13	350	-
Table Tennis	8	36	18
Tennis	17	80	63
Touch Football	9	140	-
Volleyball (Men's)	13	176	
Volleyball (Women's)	19		228
		1,944	922

While most teams are segregated, an "overall" champion college is declared in some sports. The college accumulating the most points in, for example, men's and women's badminton, would be declared the "overall" champion college in that sport. Exceptions are basketball, hockey and volleyball in which separate men's and women's champions are declared.

(15) Sports most heavily promoted at the intercollege level are male sports, particularly football and hockey.

According to O.C.A.A. representatives, the sports generally promoted by colleges are those male-oriented spectator sports for which an admission fee can be charged.

(16) Approximately four and one-half times the number of males as females are coaching intercollege sports.

CHART XIII

COACHES - INTERCOLLEGE SPORTS

COLLEGE	COACHES	
	Male	Female
Cambrian	6	1
Conestoga	7	2
Confederation	8	3
Fanshawe	9	0
George Brown	8	1
Georgian	12	3
Humber	9	0
Lambton	3	1
Mohawk	12	1
Niagara	7	0
Northern	3	1
Sault	-	-
Seneca	16	4
Sheridan	10*	4
Sir Sandford Fleming	7	4
TOTAL	117	25

*including assistant coaches

(17) In most colleges, a significantly higher proportion of the intercollege sports budget is allocated to male activities than to female and co-educational activities.

The following chart sets out the financial information provided by the various colleges.

CHART XIV

INTERCOLLEGE SPORTS BUDGETS 1982/83

COLLEGE	TOTAL	ALLOCATION		
	$	$ to male activities	$ to female activities	$ to co-ed activities
Cambrian	41,000	25,500	10,000	5,500
Conestoga	38,674	26,776	5,025	6,824
Confederation	23,625	4,025	5,850	11,515
Fanshawe	62,000	28,000	28,000	6,000
George Brown	29,000	14,000	8,000	7,000
Georgian	28,000	10,000	6,000	12,000
Humber	60,000	-	-	-
Lambton	14,000	6,000	5,000	3,000
Mohawk	32,100	15,850	8,450	7,800
Niagara	55,000	40,000	10,000	5,000
Northern	-	50%	50%	-
Sault	-	-	-	-
Seneca	97,000	53,000	40,000	4,000
Sheridan	80,000	41,000*	30,000*	9,000
Sir Sandford Fleming	26,000	14,000	10,500	500
TOTAL	586,399	278,151	166,825	78,139

* Sheridan reports that "the difference in expenditures (male/female) is determined to a large extent by a larger men's hockey schedule."

Each college is an autonomous unit creating its own athletic activities program and funding that program to the extent that it considers the program to be of importance. Revenue is derived from the following sources:

(a) student activity fee charged to each student;
(b) funds allocated by the college itself;
(c) in some cases, gate receipts generated by male-oriented spectator sports such as football, hockey and basketball.

Many colleges rely heavily on the student activity fee which generally ranges from $40.00 to $60.00. The range of dependance on the activity fee may be anywhere from 15% to 50% of the total athletic budget. The concern here is the matter of student activity fees being directed primarily to male-oriented sport. The inequity is that, on a per capita basis, there are as many, if not more women than men in the college student population. Each of these women pay an activity fee, the major portion of which is directed to the support of men's sports. The counter argument, however, is that men's sports generate more gate receipts which are used to fund, in part, the athletic budget of many colleges.

B) Universities

Of the 16 universities contacted, 12 completed our questionnaire.

(i) Curriculum

(1) **8 of the 12 universities responding provided physical education degree courses. More females than males were enrolled in physical education courses.**

In 1982/83, at the 7 universities which submitted statistics, a total of 1,144 males and 1,557 females were enrolled in university degree physical education courses.

CHART XV *

PHYS. ED. COURSES OFFERED/NUMBER OF STUDENTS ENROLLED

UNIVERSITY	COURSES	STUDENTS					
		1982/83		1977/78		1972/73	
		Male	Female	Male	Female	Male	Female
Carleton	-no degree programs in phys. ed. or recreation	-	-	-	-	-	-
Guelph	-no phys. ed. dept.	-	-	-	-	-	-
Lakehead	-phys. ed. and outdoor recreation degree courses	-	-	-	-	-	-
McMaster	-phys. ed. degree and related courses	267	343	-	-	335	392
Ottawa	-phys. ed. degree and related courses	236	212	-	-	242	263
Queens	-phys. ed. degree and related courses	98	208	-	-	104	135
Ryerson	- no degree programs in phys, ed or recreation	-	-	-	-	-	-
Toronto	-phys. ed. degree	40	60	-	-	50	40
Waterloo	-no phys. ed. courses - faculty of Human Kinetics and Leisure Studies which includes academic programs in kinesiology, health studies, recreation and dance	-	-	-	-	-	-
Western Ontario	-phys. ed. degree courses including dance and motor skill courses	153 (P.E.) 10 (dance)	247 177	191 (P.E.) 25 (dance)	147 177	- -	- -
Windsor	-phys. ed. degree and other related courses	140	110	-	-	135	90 (1973)
York	-phys. ed. degree and other related courses	±200	±200	±75	±75	-	-
TOTAL ENROLMENT 1982/83		1,144	1,557				

*Throughout all charts, a dash or blank space under any given heading indicates either:

(a) the question was applicable but no figures or other information were provided by the responding college or university; or

(b) the question was inapplicable e.g. no physical education courses were offered, therefore, no enrolment figures exist.

(2) Most classes offered in physical education degree courses are provided on a co-educational basis.

All physical education theory classes are co-educational. The exception to the co-educational rule is in practicums.

CHART XVI

CO-ED CLASSES

UNIVERSITY	CO-ED CLASSES
Carleton	-
Guelph	-
Lakehead	- Yes, but a minor exception is in practicums - departmental rule against females participating in the football practicum. In addition, women seldom participate in rugby and wrestling practicums although they are not prohibited by rule but by their choice.
McMaster	- Yes
Ottawa	- Sexes are segregated for basketball and hockey only (both sexes take these activities) - Field hockey is open to females and lacrosse to males
Queens	- Yes
Ryerson	-
Toronto	- Yes
Waterloo	- Yes
Western Ontario	- Yes. "Female students on their own volition may opt out of football and/or wrestling courses but all activities and dance are open to both sexes".
Windsor	- Yes, "all co-ed including football, dance and hockey, etc."
York	- "Majority are offered on a co-education[al] basis". Some activities courses (e.g. basketball I and Gymnastics I) may be limited to one sex or the other.

(3) Males outnumber females on physical education faculties in Ontario universities.

CHART XVII

FACULTY / STAFF

UNIVERSITY	FACULTY / STAFF	
	Male	Female
Carleton	-	-
Guelph	-	-
Lakehead	8 (phys. ed. instructors) 7 (outdoor recreation instructors)	2 0 (Lakehead indicated that hiring a female outdoor recreation instructor has been a high priority, however no Canadian females have applied)
McMaster	20	10
Ottawa	31 (full-time) 15 (part-time)	2 5
Queens	11	4
Ryerson	-	-
Toronto	12 [Figures do not include Physiology Faculty i.e. 22 males and 1 female or activity instructors, 40% of whom are male and 60% of whom are female]	2
Waterloo	-	-
Western Ontario	27 [Figures include all activity instructors, full-time, part-time graduate students and dance personnel]	11
Windsor	-	-
York	25	9
TOTAL	156	45

(4) **None of the universities provided a breakdown of funds allocated to male, female and co-educational activities presumably because all classes are co-educational.**

CHART XVIII

CURRICULUM BUDGETS 1982/83

UNIVERSITY	TOTAL	ALLOCATION		
		$ to male activities	$ to female activities	$ to co-ed activities
Carleton	-	-	-	-
Guelph	-	-	-	-
Lakehead	-	-	-	-
McMaster	61,017 [excluding salaries]	-	-	-
Ottawa	42,000 [for activity courses - full-time salaries excluded]	-	-	42,000
Queens	19,000	-	-	19,000
Ryerson	-	-	-	-
Toronto	35,000	-	-	35,000
Waterloo	-	-	-	-
Western Ontario	±150,000	"no male vs. female allocation of funds; budget covers all costs" e.g. salaries, equipment, facility rental		
Windsor	-	-	-	-
York	2,500 (activities) 47,000 (academic)	" not allocated in this manner "		

(ii) Intramural Activity

(5) While universities provide a great number of intramural activities, more males than females participated.

In 1982/83, 37,330 participated in male-designated sports, 14,365 in female-designated sports and 24,753 in co-educational sports. Accurate ratios of the number of male to female participants in co-educational sports were not available.

Intramural activities are generally student organized and operated. According to representatives of most universities, the intramural programs respond to student demand. If a sufficient number of female students demonstrated an interest in forming an intramural soccer league, for example, such a league would be formed.

CHART XIX

INTRAMURAL SPORTS, CLUB ACTIVITIES AND SPORTS INSTRUCTIONAL PROGRAMS AVAILABLE

UNIVERSITY	SPORTS AVAILABLE		
	Male	Female	Co-ed
Carleton	touch football, basketball, hockey, broomball, softball, squash, badminton, soccer, ball hockey, curling, volleyball	touch football, hockey, basketball, broomball, badminton, softball, field hockey, soccer, volleyball, squash, tennis	innertube waterpolo, squash, basketball, broomball, tennis, softball, badminton, volleyball, instructional recreation programs: wide variety of programs including acquatics, fitness, yoga etc. Most are co-ed although some are limited to women only e.g. "women's body building"
Guelph	basketball, softball, lobball, soccer, indoor soccer, hockey, touch football, volleyball, curling	basketball, volleyball, soccer, hockey, indoor soccer, softball	basketball, broomball, curling, volleyball, slow pitch, innertube waterpolo
Lakehead	outdoor soccer, ice hockey, tournament of champions	-	golf, touch football, tennis, lobball, volleyball, ice hockey, curling, badminton, broomball, innertube waterpolo
McMaster	racquetball, squash, table tennis, golf, swimming and diving, volleyball, badminton, soccer, football, indoor soccer, basketball, floor hockey	flag football, three pitch, waterpolo, basketball, tennis, volleyball, swimming and diving, squash, soccer, badminton	innertube waterpolo, tennis, badminton, waterpolo
Ottawa	indoor and outdoor soccer, volleyball, hockey, broomball, basketball	outdoor soccer, volleyball, basketball, hockey, broomball	waterpolo
Queens	intramurals - over 30 sports available sport skills instruction programs - men's fitness	intramurals - over 30 sports available sports clubs - soccer, water polo sports skills instruction programs - women's fitness self defense	intramurals - frisbee football, volleyball, innertube waterpolo, broomball, indoor softball sports clubs - over 28 activities sports skills instruction programs e.g. acquatics, dance, racquet sports
Ryerson	flag football, ball hockey, indoor soccer, basketball, ice hockey, squash	tennis, squash (NOTE: Ryerson comments as follows: "There were many more female activities but when co-ed started, most of the females went to co-ed although they could play both. Our effort to have more female activities has been unsuccessful to date.)	tennis, touch football, softball, volleyball, inner tube waterpolo, broomball, basketball, badminton, superstars contest
Toronto	basketball, football (touch and tackle), hockey, lacrosse, rugger, soccer, squash, volleyball, waterpolo, swimming, track and field, skiing, tennis	basketball, field hockey, football (touch), ice hockey, innertube waterpolo, soccer, squash, volleyball, badminton, broomball, skiing, swimming and diving, tennis, track and field	badminton, basketball, broomball, innertube waterpolo, volleyball, curling, superstars clubs: badminton, boxing, judo, curling, karate, kendo, synchro, whitewater
Waterloo	broomball, volleyball, basketball, ball hockey, hockey, flag football, soccer, swimming, squash	broomball, volleyball, soccer, basketball, flag football	badminton, tennis, bowling, curling, table tennis, squash, softball, volleyball, golf, waterpolo, frisbee football
Western	badminton, ball hockey, basketball, floor hockey, ice hockey, racquetball, soccer, softball, squash, handball, tennis, touch football, volleyball, waterpolo	tennis, softball, touch football, basketball, floor hockey, squash, volleyball, badminton, racquetball, ice hockey	badminton, basketball, broomball, frisbee football, ice hockey, racquetball, soccer, softball, track and field, cross country, volleyball, innertube waterpolo
Windsor	hockey, basketball, ball hockey, volleyball, flag football, tennis, soccer, lobball	hockey, basketball, soccer, volleyball, tennis, flag football	innertube waterpolo, lobball, volleyball, racquetball, badminton, tennis over 50 clubs, instructional classes and special events "open" to anyone
York	archery, badminton, cross country, table tennis, basketball, curling, soccer, flag football, hockey, swimming, squash, golf, volleyball	archery, badminton, cross country, golf, basketball, curling, flag football, hockey, indoor soccer, squash, swimming, volleyball, table tennis, tennis	baseball, basketball, tennis, badminton, broomball, curling, swimming, innertube waterpolo, squash, table tennis, volleyball

(6) Where skills instructional programs (such as aerobics, fitness, aquatics) were provided, a far greater number of females than males participated.

In 1981/82 at Carleton, 1,582 females and only 291 males participated in the instructional recreation programs offered. In 1982/83 at Queens, 3,002 females and only 929 males participated in that university's sports skills instruction program. Queens reported a tremendous demand by female students for this type of program especially aerobics and general fitness classes.

At some universities (for example, Carleton, Queens and Toronto), the sports skills instruction component of the athletics program is considered separate from the intramural sports program. Each has its own management and budget.

CHART XX

PARTICIPATION STATISTICS - INTRAMURALS

UNIVERSITY	PARTICIPANTS*								
	1982/83			1977/78			1972/73		
	Male	Female	Co-ed	Male	Female	Co-ed	Male	Female	Co-ed
Carleton**	4,050	1,016	634	-	-	-	1,270	199 (1971/72)	50
Guelph	3,033	645	8,296	3,237	210	3,883	-	-	-
Lakehead	-	-	-	-	-	-	-	-	-
McMaster	2,491	950	248	-	-	-	1,550	342 [no repeats]	210
Ottawa	1,742	338	2,080	1,322	308	1,630	-	-	-
Queens	6,600	2,162 [intramurals]	1,195	8,141	2,576 (1979/80)	235	-	-	-
	895	1,009 [sports clubs]	-	529	661	-	-	-	-
	929 [sports skills instruction]	3,002	-	1.417	2.233	-	-	-	-
Ryerson	1,200	20	2,000	-	-	-	-	-	-
Toronto	4,630	2,801	2,100	-	-	-	5,480	1,953	691
Waterloo	-	-	-	-	-	-	-	-	-
Western	5,360	2,022	2,600	4,660	1,620	1,460	-	-	-
Windsor	-	-	-	-	-	-	-	-	-
York	6,400	400	5,600	4,000	2,000	1,000	-	-	-
TOTAL	37,330	14,365	24,753						

*NOTE: Statistics in some cases may be duplications i.e. the numbers recorded may represent one individual playing on several teams.

**NOTE: Figures for Carleton do not include instructional activities programs. These figures are not generally retained on a gender basis, however a recent study conducted by Mr. K. Harris, Carleton's Head of Athletics, indicated that, in 1981/82, 1,582 females and 291 males participated in instructional programs.

(7) Some universities have formulated policies with respect to females participating on male teams.

The University of Guelph advised that no female is permitted to participate on a male team without seeking prior permission from the Protest and Appeals Committee of the university. The University of Toronto advised that all intramural activities including those designated as "men's" are open to females. Males, however, are not permitted to participate on teams designated as "women's". The University of Toronto reported that, at one time, this policy operated reciprocally. Problems arose when men tried out for the women's field hockey team and began to take over the team! Hence, the policy was amended to allow women to participate on men's teams but not vice-versa.

CHART XXI

DESCRIPTION OF RULES RELATING TO FEMALES PARTICIPATING ON MALE TEAMS OR VICE VERSA - INTRAMURALS

UNIVERSITY	COMMENT IN RESPONSE TO REQUEST FOR RULE
Carleton	No rule.
Guelph	"No female may participate on a men's team without seeking prior permission from the Protest and Appeals Committee".
Lakehead	-
McMaster	"Separate programme for males and females in most sports; only in co-ed sports do males and females participate on the same team".
Ottawa	No rule.
Queens	"This is an all female program; an all male program and a co-educational program".
Ryerson	"Some females have participated on men's teams. No men have on women's teams. There is no formal rule."
Toronto	All intramural activities including those designated as "men's" are open to females. However, males are not permitted to participate on teams designated as "women's".
Waterloo	"In intramural competition, if a comparable women's sport (league) is not offered, they can play on the men's teams. In intercollegiate competition, women cannot compete on men's teams and vice versa".
Western	"No special rules in a written form - we allow it [females participating on male teams] if: 1) there is no appropriate competition for the women which is equivalent to men's 2) there is room for her i.e. she doesn't displace a man".
Windsor	"Written rules do not exclude one sex or the other from any sport. However, males would not be allowed to participate in women's team sports although we have permitted the opposite".
York	No rule.

(8) More of the intramural budget is usually allocated to male than to female or co-educational activities.

CHART XXII

BUDGETS 1982/83 - INTRAMURALS

UNIVERSITY	TOTAL*		ALLOCATION	
	$	$ to male activities	$ to female activities	$ to co-ed activities
Carleton**	48,370	31,805	10,565	6,000
Guelph	-	-	-	-
Lakehead	23,000	-	-	-
McMaster	30,042	9,711	3,455	2,000
Ottawa	34,540	26,225	4,360	450
Queens**	24,984	14,791	5,231	962
Ryerson	21,000	-	-	"No distinction made - programs are funded by need not sex."
Toronto**	51,620	21,348.84	6,419.44	-
Waterloo	-	-	-	-
Western	-	59,300 "This represents direct costs. There are a number of overhead and administrative costs which cannot be broken down this way".	15,600	10,300
Windsor	-	-	-	-
York	15,600	5,200	5,200	5,200
TOTAL	249,156	168,380.84	50,830.44	24,912

*all figures in this chart, including totals of allocated amounts, were taken directly from the responses provided by each university.

**figures provided are for intramurals only. At Carleton, the total budget for instructional programs was $149,671, of which $31,805 was allocated to male activities, $17,283 to female activities and $75,000 to co-ed activities (1982/83). At Queens, the total 1983 budget for sport skills instruction was $149,000 and the total sport clubs budget was $7,500.

The situation is often different in the case of the budget for instructional programs exclusively for men or exclusively for women. In a 1981/82 study conducted at Carleton, it was found that $57,388.00 was allocated to women's programs and $17,283.00 to men's (i.e. for every $3.30 going to women's programs, only $1.00 was directed to men's programs). At the time the above study was conducted, there were 1,582 women and 291 men participating in segregated instructional programs.

(iii) Intercollegiate Sports

(9) **More intercollegiate sports are available to males than to females.**

(10) **The only universities which provide co-educational intercollegiate activities are Guelph, Lakehead and McMaster.**

CHART XIII

INTERCOLLEGIATE SPORTS AVAILABLE

UNIVERSITY	SPORTS AVAILABLE		
	Male	Female	Co-ed
Carleton	basketball, fencing, cross country skiing, waterpolo, soccer, football	basketball, fencing, cross country skiing, synchronized swimming, volleyball	
Guelph	basketball, ice hockey, wrestling, football, golf, rugby, soccer, squash, volleyball	basketball, volleyball, ice hockey, archery, field hockey, synchro	badminton, curling, cross country running, skiing (alpine and nordic)
Lakehead	basketball, ice hockey, wrestling	basketball, volleyball	judo
McMaster	badminton, basketball, cross country, curling, fencing, football, hockey, rowing, gymnastics, squash, skiing, wrestling, rugby, soccer, tennis, swimming, waterpolo, track and field, volleyball	badminton, basketball, ice hockey, fencing, field hockey, squash, gymnastics	swimming, diving, cross country, synchronized swimming, tennis, track and field, volleyball
Ottawa	football, hockey, waterpolo, basketball	basketball, volleyball	
Queens	football, basketball, soccer, rowing, golf, hockey, volleyball, rugby, skiing, cross country, badminton, curling, fencing, gymnastics, squash, swimming and diving, tennis, track and field, waterpolo, wrestling	basketball, hockey, field hockey, archery, volleyball, curling, badminton, fencing, cross country, skiing, gymnastics, figure skating, rowing, squash, swimming and diving, synchro, track and field	
Ryerson	basketball, badminton, swimming, volleyball, ice hockey, fencing, wrestling, alpine skiing	basketball, volleyball, swimming, fencing, alpine skiing, badminton	
Toronto	badminton, curling, basketball, cross country/track, fencing, football, hockey, gymnastics, rugby, rowing, golf, soccer, nordic/alpine skiing, squash, swimming/diving, volleyball, tennis, waterpolo, wrestling	archery, basketball, badminton, cross country/track, squash, curling, fencing, field hockey, figure skating, hockey, gymnastics, nordic/alpine skiing, tennis, volleyball, swimming/diving	
Waterloo	badminton, basketball, cross country, curling, football, swimming, golf, hockey, skiing, soccer, squash, tennis, volleyball, track, wrestling, waterpolo	badminton, basketball, curling, cross country, field hockey, tennis, gymnastics, swimming, figure skating	
Western	badminton, basketball, cross country, diving, curling, football, fencing, gymnastics, hockey, rowing, rugby, skiing (alpine, nordic), golf, soccer, swimming, squash, tennis, track and field, volleyball, waterpolo, wrestling	badminton, basketball, cross country, diving, curling, field hockey, fencing, gymnastics, figure skating, rowing, skiing (alpine and nordic), squash, swimming, track and field, synchro, tennis, volleyball	
Windsor	basketball, curling, cross country, golf, fencing, football, hockey, soccer, tennis, swimming and diving, track and field (indoor and outdoor), wrestling	basketball, cross country, curling, speed swimming and diving	
York	badminton, basketball, cross country, fencing, football, golf, rugby, gymnastics, hockey, soccer, squash, track and field, swimming, tennis, volleyball, waterpolo, wrestling, curling	volleyball, swimming, field hockey, squash, ice hockey, gymnastics, figure skating, synchro, tennis, cross country, track and field,	

(11) Significantly more males than females participate in intercollegiate sports.

2,781 males and 1,590 females participated in intercollegiate sports in 1982/83. Subject to other eligibility restrictions all full-time students may participate in intercollegiate sports. Based on 1982/83 university enrolment figures for full-time undergraduate and graduate students the participation rates for males and females are approximately 3% and 2% respectively. For the same period the participation rate in intercollegiate athletics of females attending four year university programs in the United States was approximately 2.5%.

CHART XXIV

PARTICIPATION STATISTICS - INTERCOLLEGIATE SPORTS

UNIVERSITY	PARTICIPANTS*								
	1982/83			1977/78			1972/73		
	Male	Female	Co-ed	Male	Female	Co-ed	Male	Female	Co-ed
Carleton	111	39 (1981/82)	-	-	-	-	136	44 (1971/72)	-
Guelph	274	153	138	-	-	-	260	114	102
Lakehead	47	24	12	-	-	-	-	-	-
McMaster	301	200	-	-	-	-	325	191	-
Ottawa	100	30	-	125	45	-	-	-	-
Queens	340	270	-	300	200 (1979/80)	-	-	-	-
Ryerson	100	55	-	-	-	-	-	-	-
Toronto	363	203	-	-	-	-	-	-	-
Waterloo	221	132	-	225	83	-	-	-	-
Western	500	283	-	454	206	-	-	138	-
Windsor	160	65	-	160	60	-	-	-	-
York	264	136	-	264	110	-	276	123	-
Total	2,781	1,590	150						

*NOTE: Statistics in some cases may be duplications i.e. the numbers recorded may represent one individual playing on several teams.

(12) Most universities have no rule relating to females participating on male teams or vice versa, but intercollegiate competitions are governed by conference rules of the Ontario Universities Athletic Association (the "O.U.A.A."), in the case of men's sports, and the Ontario Women's Intercollegiate Athletic Association (the "O.W.I.A.A."), in the case of women's sports.

The effect of the wording of the eligibility regulations of both the O.U.A.A. and the O.W.I.A.A. is to exclude women from playing on O.U.A.A. (men's) teams and men from playing on O.W.I.A.A. (women's) teams. In order to qualify as a member of the O.U.A.A., a student must be a "full-time registered male student". In order to be a member of the O.W.I.A.A. a student must "be registered in the University she represents as a full-time student".

Representatives of the O.W.I.A.A. indicated that there has been no support for integrated competition at the intercollegiate level. In the opinion of these representatives, integration would be a regressive step; the fear expressed was that integrated sport would result in women's sports being "phased out".

The O.W.I.A.A. argues that segregation increases opportunities for both males and females. If a sport had an integrated team, males and females would be competing for a place on that one team, whereas, in segregated competition, places on two teams are available.

Ontario is the only province in Canada which still has separate governing bodies for men's and women's intercollegiate sports.

CHART XXV

DESCRIPTION OF RULES RELATING TO FEMALES PARTICIPATING ON MALE TEAMS OR VICE-VERSA - INTERCOLLEGIATE SPORTS

UNIVERSITY	COMMENT IN RESPONSE TO REQUEST FOR RULE
Carleton	No rule. However Carleton responded that the matter of females participating on male teams or vice versa has been discussed by the staff in order "to be prepared should the matter ever arise". Resulting policy is as follows: "if Carleton has only one team at the intercollegiate level e.g. football then men and women may tryout and coaches are expected to keep the best prospects regardless of sex. However, where we have both a men's and women's varsity team e.g. basketball, no woman would be allowed to try out for the men's team and no male would be allowed to try out for the women's team."
Guelph	-
Lakehead	"Conference rules [Great Plains] specify men's and women's sports".
McMaster	"Separate programmes for men and women - no males on females' teams and vice versa".
Ottawa	No rule.
Queens	"We are governed only by the (O.U.A.A., O.W.I.A.A., C.I.A.U.) rules".
Ryerson	"No. Institution does not make the rules, the league does."
Toronto	No rule
Waterloo	"Our rules are governed by participation rules developed at the league level by the legislative body in which we participate - O.W.I.A.A. for women and O.U.A.A. for men".
Western	No rule.
Windsor	"Ontario Universities Athletic Association and Ontario Women's Intercollegiate Athletic Association do restrict participation to males and females respectively".
York	

(13) **At one time, the two associations organized a joint committee called the Committee on Co-operative Planning. This has been recently disbanded. Generally, men's and women's competitions are held separately although, in some sports, such as rowing and track and field, joint meets often are held.**

The majority of funding for O.W.I.A.A. activities is the responsibility of each institution. Universities pay a membership fee, share hosting responsibilities, generally share major expenses of activities and share administration duties. Sponsorship has served a minor role in alleviating some of the financial needs of the organization. In recent years, the O.W.I.A.A. has begun to investigate and utilize additional sources of sponsorship.

In comparison, the O.U.A.A. members are not required to pay a fee. They have sponsorship through a more lucrative television contract, reflective of the media public view that men's basketball, football and hockey are the most marketable sport events that universities offer.

(14) **Of the sports competitions organized by the O.W.I.A.A., many are parallel to those offered by the O.U.A.A.. However, field hockey, synchronized swimming and figure skating are offered to women only and football, waterpolo, wrestling, golf and rugger are offered to men only.**

(15) There are significantly more males than females coaching intercollegiate sports.

CHART XXVI

COACHES - INTERCOLLEGIATE SPORTS

UNIVERSITY	COACHES		
	Male		Female
Carleton	14		2
Guelph	9	[full time]	2
	21	[part time]	9
Lakehead	5		1
McMaster*	19		14
Ottawa	6		0
Queens	42		15
Ryerson	6		2
Toronto	17		9
Waterloo	3	[full time]	3
	22	[part time]	6
Western	44		9
Windsor	11	[head]	4
	14	[assistant]	4
York	17	[head coaches (women's program)]	4
	8	[head coaches (men's program)]	0
TOTAL	258		84

*Director of School of Physical Education and Athletics - female
-Chair - Undergraduate Physical Education Programme - female
-Chair - Women's Athletic Programme - female
-Chair - Men's Athletic Programme - male
-Chair - Recreation Programme - male

(16) **At each of the 12 universities responding, more money was allocated to male than to female activities.**

CHART XXVII

INTERCOLLEGIATE SPORTS BUDGETS 1982/83

UNIVERSITY	TOTAL *	ALLOCATION		
		$ to male activities	$ to female activities	$ to co-ed activities
Carleton	125,759	85,775	39,984	-
Guelph	-	-	-	-
Lakehead	109,000	72,000	36,000	1,000
McMaster	193,160 [excluding salaries, general operation, operating & maintenance]	103,250	61,905	-
Ottawa	136,445	101,495	39,950	-
Queens	240,000	150,000	90,000	-
Ryerson	99,650	-	-	"no distinction made - programs are funded by need not sex."
Toronto	223,695	135,200	88,495	-
Waterloo	517,704	341,215	186,676	-
Western	510,923 [(1983-84) "figures include coaches salaries for full time faculty members at the University"]	365,155	145,768	-
Windsor	153,000	118,000	35,000	-
York	139,774	83,704 [plus $ for 3 coaches]	56,040 [plus $ for 1 coach]	-
TOTAL	2,449,110	1,555,794	779,818	1,000

* All figures in this chart, including totals of allocated amounts were taken directly from the responses provided by each university.

(17) **O.W.I.A.A. representatives stated that there are discrepancies in male and female intercollegiate athletics in terms of facilities available, practice time provided, and media coverage. According to O.W.I.A.A. representatives, women's intercollegiate athletics require better marketing and publicity.**

O.U.A.A. representatives agree that there are some discrepancies in terms of facilities available but it depends on the individual university. The availability of practice time is limited. Prime time is generally allocated on a pro rata basis. If individual teams want additional hours, arrangements have to be made to practice in off hours. The O.U.A.A. representatives reported that while the information sent out to the media for both men's and women's activities is relatively identical, how the media cover the specific events is determined on their own criteria. Both the men's and women's associations have wrestled with what marketing techniques are cost justified in terms of increased attendance at league events. The O.U.A.A. has been more successful in getting corporate sponsors to fund marketing activities.

CONCLUSIONS AND RECOMMENDATIONS

Part II

Colleges and Universities

Colleges

I have found that equality of opportunity in athletics is denied to female students in the following respects:

(a) Females do not participate in numbers proportionate to the female population in intramural and intercollege athletics.

(b) Females contribute equally with males a portion of their student fees to finance athletic programs.

(c) An unequal proportion of the athletics budget is allocated to female athletic activities.

(d) Male sports at the intercollege level are more heavily promoted than female sports.

(e) There is a marked imbalance in the number of female coaches.

(f) Although sports offered to males at the intercollege level are also available to females, fewer females participate.

Universities

As in the case of colleges I have found that equality of opportunity has been denied to female students in respect of the following:

(a) Females do not participate in proportion to their numbers in intramural athletics.

(b) In the case of intercollegiate athletics their disproportion is marked.

(c) To the extent that student fees are used to finance university athletic programmes, females contribute equally with males.

(d) An unequal proportion of the athletics budget is allocated to female athletic activities.

(e) Male sports at the intercollegiate level are more heavily promoted than female sports.

(f) There is a marked imbalance in the number of female coaches.

(g) There is discrimination against female students in the allocation of athletic facilities, practice times and other services.

(h) The rules of OUAA restrict participation by females in male competitions whether or not opportunity to participate in female competitions in the same sport or a comparable sport is provided.

The effect of these findings is that there is discrimination against females on the basis of sex in our colleges and universities. These discriminatory practices are being perpetuated by the exceptions created by s. 19(2). I am satisfied that notwithstanding the Debbie Bazso decision which was discussed in Volume I of this report (pp. 10 - 12) the athletic programs available at colleges and universities constitute a service or facility within the meaning of s. 1. of the Human Rights Code.[23] (See Beattie v. Governors of Acadia University (1976), 72 D.L.R. (3d) 718, 723.)

In Phase I - Amateur Athletics in the Community and Phase II - Athletics in Elementary and Secondary Schools I also found that in certain respects females were denied equality of opportunity. I recommended, however, against the immediate application of the Code for a number of reasons which are outlined in earlier portions of this report.

I was influenced principally by a desire to limit governmental intrusion into athletics if there was another effective and less disruptive method to bring about the desired result. Such a method was available by reason of the presence of provincial funding. An ultimate sanction remained with the government in that a recalcitrant SGB or school board eventually would be obliged to provide equality if it wished to receive public funds.

In the case of colleges and universities this method is, unfortunately, not available. I say unfortunately because I disagree with the philosophy of the Ministry of Colleges and Universities that except for curricular activity no direct financial assistance should be provided to the athletic program. In the case of universities the policy amounts to a prohibition. The rationale is that the athletic program is a frill and not part of the essential activities of a university. This policy appears to conflict with other provincial policies that emphasize the need to exercise and keep fit. It is not however part of my mandate to tell the government how to spend its money and so I accept the policy as it is. If government funding were provided as in the case of community athletics and athletics in elementary and secondary schools, I would have made recommendations similar to those which were made in connection with those activities.

The result of the policy is that student fees and moneys obtained by donations from the public are used to fund the athletic program. In comparison to their use of the facilities female students are paying a disproportionate amount. This fact, coupled with the findings I have made that the female student athletic is being denied equality of opportunity in other respects, makes it imperative that some action be taken by the government to redress the situation and provide relief to those who are denied equality.

Inasmuch as the Ministry has been careful to divorce itself from the athletic program, compliance with a set of standards as a condition of receipt of funds for other college and university activities appears inappropriate. The Ministry cannot say "We have nothing to do with funding athletics but we wish to ensure that you, the colleges and universities, allocate your own resources fairly and therefore we will withhold your other funds unless you do."

Furthermore, with respect to colleges, imposing conditions with respect to the use of funding received from the Ministry for other purposes but applied to athletics, would induce a college not to allocate government funding to athletics. Accordingly I have concluded that the appropriate remedy is to remove the exemption imposed by s. 19(2) with respect to colleges and universities.

In keeping with what I found to be the majority opinion of those affected by this issue and in particular the majority opinion of women involved in sport I would not recommend that desegregation be required if a truly equivalent opportunity is available in the same sport or activity or comparable sport or activity. In order, however, to prevent the domination of female sports by males I recommend that s. 19(2) be amended so as to permit section 1 to operate in favour of the female athlete only. I am satisfied that this limitation is fully justified on the ground that there is no denial of equality of opportunity to males while females have been seriously disadvantaged for many years. In this respect the amendment proposed can be regarded as an affirmative action program. It may be reviewed when the next major review of the Code takes place and if the situation has changed an appropriate amendment can then be made.

Accordingly I recommend that the Human Rights Code be further amended by adding a new Section 19(3) as set out below and renumbering 19(3) to 19(4).

> 19(3) Subsection (2) hereof does not apply if membership in athletic organizations or participation in athletic activity in a Community College or University is restricted to males and an athletic organization or activitiy in the same sport or equivalent sport is not provided for females.
>
> 19(3) changed to 19(4)

In drafting the legislation it may be desireable to provide some guidelines as to what may constitute an equivalent sport. In my view, however, it would be preferable to have the matter decided in each case as a question of fact.

SUMMARY OF RECOMMENDATIONS IN PHASE II

Elementary and Secondary Schools

Guidelines and Policies

1. The policies and guidelines of the Ministry of Education in the areas which affect equality of opportunity for the sexes should be strengthened.

2. In both elementary and secondary schools, the guidelines should affirm, without qualification, that it is the policy of the Government of Ontario and the Ministry of Education that schools provide equality of opportunity in athletics to both sexes.

Elementary

3. All classes at the elementary level should be co-educational.

4. In order to achieve a level of fitness that will encourage young girls to continue to participate in athletic programs in high school and beyond, it should be required that physical education classes at the elementary level be conducted for at least 30 minutes per day.

5. The elementary physical education curriculum should specifically identify the skill or skills which a child is expected to have mastered before graduating from each grade and should be designed to ensure cumulative motor skill and fitness development from grade to grade.

6. Fitness testing and remedial programs should be mandatory at the elementary school level.

7. The physical education program at the elementary school level should require of female and male participants similar performance quality.

8. All athletic competition should be co-educational.

Secondary

9. All students should be required to obtain 2 credits in physical education during their first two years of high school.

10. Co-educational classes should be encouraged and, where numbers permit, students should have the option of taking physical education in a co-educational class or a class restricted to the sex of the optionor.

11. In intramural competition there should be no restriction on participation based on sex.

12. In interscholastic competition separate male and female teams in the same sport should be permitted, but integration, wherever possible, should be encouraged. Where a team in a sport exist only for members of one sex, members of the excluded sex must be allowed to try out for the team. Team members should be selected on the basis of ability.

Enforcement of Policies and Guidelines

13. In connection with a board's application for grants each board should be required to submit a return to the Ministry of Education with information based on questionaires completed by each school. Such a return should be filed by the board at least every second year. In order to facilitate the furnishing of this information schools would be obliged to keep better records documenting participation of males and females in physical education, intramural and interscholastic competition.

14. Officials in the Ministry of Education should be designated to review the return of each board.

15. It would be the duty of such officials to monitor returns to ensure that, as a whole, schools within each board's jurisdiction are providing equality of opportunity.

16. Legislation be enacted empowering the Minister of Education to withhold funds from an offending board as an ultimate sanction for the persistent refusal to provide equality in a school or schools within the offending board's jurisdiction.

17. If the school boards make out a substantial case in favour of establishing an appeal procedure from the decision of the Ministry to withhold funds, then, an appeal by way of a hearing before a Board of Inquiry appointed under the Ontario Human Rights Code could be provided as in the recommendations in Phase I (Recommendations 20-22); otherwise there should be no appeal procedure.

Other Provisions

18. In order to stem the decline in the number of women physical education teachers,

    (a) Women physical education specialists must be treated as a special category, and

    (b) No female physical education teacher should be terminated or laid-off unless there will remain in the school an equal number of male and female instructors.

19. If it has not already done so, each board should establish a committee to deal with women's issues, the duties of such committee to include

    (a) Assisting in the implementation of the guidelines recommended herein;

    (b) Instituting a program to increase the number and quality of female coaches and to increase the number of role models for female athletes.

20. One member of this committee should be an *ex officio* member of each Recreation Committee in the Municipality that exists in the area over which the board has jurisdiction.

21. One member of the Recreation Committee of each Municipality in the board's jurisdiction should be appointed to the property committee of the board.

22. The Ministry of Education should closely monitor the progress that is made in providing equality for 10 years from the implementation of these recommendations.

23. If the implementation of these recommendations fails to achieve significant progress, then, the exemption in the Human Rights Code should be removed so that athletics in the schools would be subject to its provisions with some modification of its present terms to permit equality of opportunity to be provided to the sexes not only by fully integrated facilities, but, in appropriate circumstances, parallel facilities.

Colleges and Universities

24. The Humans Rights Code should be further amended by adding a new section 19(3) so as to preclude the application of section 19(2) if membership in an athletic organization or participation in athletic activity in a college or university is restriced to males and a parallel opportunity is not available to females.

25. Section 19(3) should be renumbered 19(4).

FOOTNOTES

1. Robert D. Sommerville, Daily Physical Education and the Principal, CAHPER Journal, March/April 1979, re: daily physical education experiment at Suddaby Elementary School, Kitchener, Ontario.

2. For example, physical education is categorized as one of the "Arts" in the Ministry policy circular entitled Education in the Primary and Junior Divisions, 1975.

3. Donald Macintosh and Alan J.C. King, The Role of Interschool Sports Programs in Ontario Secondary Schools, Ministry of Education, Queen's Park, Ontario, 1977, page 176.

4. The Toronto Board of Education, Report of the Director of Education to the Health and Fitness Committee, June 17, 1981, page 4.

5. Abby Hoffman, About Face - Towards a Positive Image of Women in Sport, the Ontario Status of Women Council, Ontario Secretariat for Social Development and the Ontario Ministry of Culture and Recreation, 1976, pp. 10, 11 and 16.

6. Ibid, page 9

7. In the Ministry's draft circular, Ontario Schools: Intermediate and Senior Divisions, February, 1983, it is recommended that commencing in 1984 one physical education credit will be required.

8. Donald Macintosh et al., Factors Influencing the Election of Secondary School Physical Education and their Relationship to the Benefits Accruing from such Programs, Ministry of Education, Queen's University, Kingston, 1978, page 15.

9. See Appendix 5 for the Halton Women in Physical Education organization's position paper entitled "Balanced Staffing in Physical and Health Education Classes".

10. Adrian Egan, Lisa Butler, Deirdre Chalmers, Rosanna White, Susan Wright, Andrew Griffith, Is Anybody Out There Listening?, North Toronto Collegiate Institute, 1976, page 39.

11. Donald Macintosh and Alan J.C. King, The Role of Interschool Sports Programs in Ontario Secondary Schools, supra, footnote 3, page 27.

12. Donald Macintosh, "The Next Decade: Issues for School Physical Educators", CAPHER Journal, Nov. Dec. 1979, page 30.

13. Donald Macintosh and Alan J.C. King, The Role of Interschool Sports Programs in Ontario Secondary Schools, supra footnote 3, page 223.

14. Dr. D.A. Bailey, "Exercise, Fitness and Physical Education for the Growing Child - A Concern", 64 Canadian Journal of Public Health, (Sept. - Oct. 1973) page 421.

15. The Canada Fitness Survey, Canadian Youth and Physical Activity, October, 1983. The Survey does indicate, however, that the fitness level of boys drops dramatically at age 19 to a level below that of girls of the same age.

16. R.J. Sheppard, The Child in Sport and Physical Activity -- Physiological Comment, in The Child in Sport and Physical Activity, edited by Alvinson and Andrew, University Park Press, Baltimore, 1976. See also Appendix 6 of Volume 1 of this report.

17. Sex and Sports a Trivial Pursuit, Globe & Mail, April 13, 1983; Boys and Girls Together, Toronto Sun, April 12, 1983.

18. Cummings v. Ontario Minor Hockey Association (1978), 21 O.R. (2d) 389; (1979), 26 O.R. (2d) 7 (C.A.); Bannerman v. Ontario Rural Softball Association (1978), 21 O.R. (2d) 134. See also Volume 1 of this report at pages 10-16.

19. 20 USC 1681 (1976) Reg. 45, C.F.R. 86.1(a). For a detailed discussion of American cases involving sex discrimination in athletics see "Sex Discrimination in High School Athletics: An Examination of Applicable Legal Doctrines", 1982, 66 Minnesota Law Review, 1115. Also see Appendices 9 and 10 for a more detailed discussion of Title IX: the U.S. experience.

20. Reg. 45 C.F.R. 86.41(a) and (b). While Title IX does not have implications for contact sports, the U.S. Constitution may have. For example, in Yellow Springs School District v. Ohio School Athletic

Association (1978), 433 S. Supp. 753, a district court ruled that Title IX regulations permitting recipients to prohibit girls from participating in contact sports violated the Fifth Amendment by depriving girls of their liberty without due process. Similarly, in Hoover v. Meikeljohn (1977), 430 S. Supp. 164 a Colorado court ruled that refusing a female student the opportunity to participate in contact sports denied her the right to equal protection and violated the Fourteenth Amendment. See also: Leffel v. Wisconsin Athletic Association (1978), 555 S. Supp. 1117.

21. See Volume I of this report; page 92 and Appendix 6, page 3.

22. See Volume I of this report, pages 92-96. The Regulations implementing Title IX also require recipients of federal assistance which provide athletics to provide equal athletic opportunities for members of both sexes (Reg. 45, C.F.R. 86.41(c)). In determining whether athletic opportunities are equal, the Department will consider whether the selection of sports and levels of competition effectively accommodate the interests and abilities of members of both sexes (86.41(c)(i)). The Department will also consider (among other factors): facilities, equipment, supplies, game and practice schedules, travel and per diem allowances, coaching (including assignment and compensation of coaches), academic tutoring, housing, dining facilities and publicity (86.41(c)(ii)(x)). Equal expenditures are not obligatory but the "failure to provide necessary funds for teams of one sex" may be considered in assessing equality and opportunity.

23. Human Rights Code, S.O. 1981, Chap. 53.

TASK FORCE ON EQUAL OPPORTUNITY IN ATHLETICS

APPENDICES - VOLUME 2

APPENDICES 1 - List of Groups and Individuals who Submitted Briefs or Made Oral Submissions in Phase II

2 - Description of Vanves Project

3 - List of Representative School Boards

4 - Toronto Board of Education — Report of the Status of Women Committee

5 - "Balanced Staffing in Physical and Health Education Class", report of Halton Women in Physical Education

6 - Lambton County School Board Figures

7 - Questionnaires Prepared by Ottawa Board of Education

8 - Brief Submitted by Ottawa Board of Education re: Junior, Intermediate and Secondary levels

9 - "Title IX: The U.S. experience and Canadian Implications", memorandum prepared by Professor Ian A. Hunter for the Task Force on Equal Opportunity in Athletics

10 - Chart: "Changes in U.S. Women's athletics since the inception of Title IX"

11 - List of Institutions Which Received and Responded to Phase III Questionnaire

12 - Phase III Questionnaire

APPENDIX 1

LIST OF GROUPS AND INDIVIDUALS WHO SUBMITTED BRIEFS OR MADE ORAL SUBMISSIONS IN PHASE II

Jean Allen,
Ottawa, Ontario.

BECAAWS (Ottawa Chapter of
Canadian Association for the
Advancement of Women in Sport),
Ottawa, Ontario.

D. L. Bundy,
Ottawa, Ontario.

Canadian Athletic Therapists
Association,
Lennoxville, Quebec.

Canadian Federation of Sports
Organizations for the Disabled,
Ottawa, Ontario.

Sally Cooper,
London, Ontario.

Dunlop Advisory Committee,
Dunlop Public School,
Ottawa, Ontario.

Alison Fawcett,
Laurentian High School,
Ottawa, Ontario.

Featherston Advisory Committee,
Featherston Drive School,
Ottawa, Ontario

Glebe Parent Advisory Committee,
Glebe Collegiate Institute,
Ottawa, Ontario.

Hawthorne Advisory Committee,
Hawthorne Elementary School,
Ottawa, Ontario.

Ice Skating Association of
Ontario,
Ottawa, Ontario.

Lisa A. Jacobs,
Ottawa, Ontario.

S. Lena, MD.D., F.R.C.P.,
Paediatrician,
Ottawa, Ontario.

Lindsay Family "Y",
Lindsay, Ontario.

Julie Mann,
Courtland, Ontario.

Diane Manette,
Ottawa, Ontario.

Bente Nielsen-Addison
Ottawa, Ontario.

Norfolk Women Teachers'
Association,
Jarvis, Ontario.

North York Board,
Women's Committee,
North York, Ontario.

Ontario Intramural
Recreation Association

Ontario Physical and Health
Education Association

Ontario School Trustees' Council

Ontario Association of Secondary
School Athletic Associations

Ontario Teachers' Federation
(and member associations)

Ottawa and District Table Tennis
Association,
Ottawa, Ontario.

Ottawa School Board's Status
of Women Committee,
Ottawa, Ontario.

Ottawa Superannuated
Teachers' Association,
Ottawa, Ontario.

Ottawa Women's Lobby,
Ottawa, Ontario.

J. H. Putnam Liason Committee,
J. H. Putnam Intermediate School,
Ottawa, Ontario.

Ringette Canada,
Ottawa, Ontario

(School Boards — See Appendix 3)

Toronto School Board
Status of Women Committee

University Women's Club of Ottawa,
Ottawa, Ontario.

Susan Walter,
Maple, Ontario.

Waterloo County Women Teachers'
Association,
Waterloo, Ontario.

APPENDIX 2

THE VANVES EXPERIMENT IN EDUCATION

"1/3 Time" Physical Education

Jack MacKenzie,
Coordinator,
Fitness & Community Resources,
Regina Board of Education.

Vanves is situated in the southern suburbs of Paris, France. The Vanves Primary School has nine classes of children, ages 6 to 11 years. The staff now consists of nine classroom teachers, who teach everything except swimming, dance and part of the games and gymnastics; plus two part-time specialist physical education teachers, plus the principal (directrice), Mme. Boés. Since 1951, this little school has been the focus of bold new education practices that now, almost twenty years later, are about to sweep across that nation's schools.

Both before and after World War II, many French doctors and educators were concerned about the heavily overloaded intellectual (i. e., academic) program in the schools. In the elementary (primary) schools, only two hours per week were devoted to physical education, plus three hours of recreation, compared with 23½ hours per week of academic work, with homework in addition. Increasingly, medical and educational opinion indicated that such an unbalanced program was not in harmony with what was known about the nature and growth of children that it was not good for their healthy development. Many French headmasters had drawn attention to the inefficiency of afternoon intellectual work for most of the children in elementary schools.

As a result of these evaluations from the medical and teaching professions, several experiments were set up in Vanves (and later, in other regions), beginning in 1951, by the Ministry of Education. These were aimed at obtaining a better balance between the pupils' physical and intellectual activities, thereby arriving at a much more effective way of educating children. This was done by selecting certain classes in the Vanves school, revising quite significantly their daily program, and then comparing intellectual, physical, cultural, social and other educational components with those of carefully paired controlled classes which continued under the normal school schedules. The whole series of experiments took place over a ten-year period. Essentially, the experimental classes did their academic work in the mornings and devoted the afternoons to physical education (daily), art, music and supervised study. No written homework was assigned for the evenings. The time spent on academic education was reduced to about four hours per day, and that devoted to physical education raised to 1 to 2 hours per day (7 to 8 hours per week).

By 1960, the results of the experiments more than confirmed the basic hypothesis. Not only were the health, fitness, discipline and enthusiasm superior in the experimental schools, but the academic results surpassed

those of the control classes. It appeared that a better balance in educational activities resulted in better performance all around. Similar experiments were then repeated in Brussels and Japan, with similar results.

At the beginning of the Vanves experiments, the parents' concerns were mainly two-fold:

1. **That their children would fall behind academically.**
2. **That (with the outdoor emphasis upon physical education) pupils would catch colds, etc., and miss school.**

Neither of these actually occurred; - in fact, the reverse.

The accompanying chart indicates the 1969 weekly timetable used in Vanves (actually used since 1961).

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
8:30 9:30	ACADEMIC			NO SCHOOL	ACADEMIC	
	10 MINUTE EXERCISE				BREAK	
10:30 11:30	ACADEMIC				ACADEMIC	
12:30		LUNCH			LUNCH	NO SCHOOL
1:30 2:30 3:30	GAMES & GYMNASTICS	SWIMMING	GAMES & GYMNASTICS		DANCE	
4:00	FREE TIME		RECREATION	→	RECREATION	
5:00	STUDY	SUPERVISED ART	MUSIC	→	S. S. PROJECTS	
	CONTINUATION FOR		OLDER	→	PUPILS	
5:30	NO	WRITTEN	HOMEWORK	IN	EVENINGS	

The results of extensive research in these schools -- which have come to be known as "1/3 time" schools because nearly one-third of the daily or weekly timetable is devoted to physical education -- are indicated in the following summary, as expressed in an interview in 1969 with Dr. H. Perie, Chief of the Medical Services of the Ministry of Youth and Sports in Paris.

1. **Doctors and educators in France now think alike -- physical education is an integral part of education, perhaps even the main part.**

2. **Scientific research into the effects of physical education establish that:**
    - a) **It promotes the growth of children.**
    - b) **Those taking physical education have better health and much less trouble.**
    - c) Motor development is better, and is better balanced.

3. Those taking 1/3 time physical education had better performances academically and less susceptibility to stress. Differences have shown up markedly in intellectual development. We wouldn't conclude that those taking physical education are more intelligent, but the tools of intelligence are much keener. As the physical education pupils have less problems, their minds are more open, and they will receive more from their teachers. This is why school results are better.

4. Study between the experimental and control groups showed:
    - a) The 1/3 time physical education pupils mature more quickly, and are more independent.
    - b) The physical education groups will accept the social way of life better. By playing with and against others in a good setting, children learn the "life game" better than those who don't.
    - c) Aggressions can be controlled better by physical education opportunities.

Mme Boés, the Principal of Vanves School, outlined the main benefits of 1/3 time physical education in her school as follows:

1. Pupils can enter the secondary school at least as well as pupils from other schools.

2. They are in better health, stronger, not so tired, keener.

3. They are happier, have better attitudes and less stress.

4. Discipline is better - very few problems.

5. It is easy for them to change to other schools.

6. The "esprit de corps" among teachers is improved -- things are better for all.

Despite this impressive research, the number of classes in France which adopted this Vanves way of education grew only slowly during the 1960's, perhaps to 1,500 classes. Many people hoped the Vanves example would become general in France, but many also felt that only if and when the Ministry made the plan general, would it in fact become so. Some of the reasons for the limited growth of the plan were attributed to tradition, inertia, increased costs, and a shortage of well-trained elementary physical education teachers -- the "resources don't follow" (although the idea might be good).

However, a dramatic breakthrough came in October, 1969. As of that date, the Ministries of Education, and Youth and Sports have specified "1/3 time" physical education for elementary schools in France -- that is, to Grade VI -- amounting to about six hours per week. (At the same time, the Ministries have also inserted five hours of physical education per week in the French secondary schools, dependent upon personnel and equipment.)

Two obvious questions face us here in Saskatchewan, in view of this research and development in France.

a) What are the implications for our schools?

b) What evidence do we have that our present distribution of educational experiences, and arrangement of the school day is the best we can provide for our children.

The following quotations seem relevant in the light of these questions, and the Vanves experiment in education:

1. "An inclusive unified theory of human behavior is a requisite for progress in the field of education. The lack of it has been one of the main factors responsible for the almost negligible research in curriculum development."

   -- Haan, Elementary School Curriculum Theory and Research.

2. "And 'recognition of the inter-relationships between physical, mental, emotional and social aspects of development in children and the inter-weaving of their deviations is one of the astounding results of recent research."

   -- Cowell, Seminar Guide in Physical Education.

APPENDIX 3

LIST OF REPRESENTATIVE SCHOOL BOARDS

BRANT COUNTY

CANADIAN FORCES BASE BORDEN

CARLETON

EAST YORK

ETOBICOKE

FRONTENAC COUNTY

HAMILTON

HURON COUNTY

KENT COUNTY

LAKEHEAD

LAMBTON COUNTY

LINCOLN COUNTY ROMAN CATHOLIC SEPARATE SCHOOL

LONDON

LONDON & MIDDLESEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL

METROPOLITAN TORONTO

METROPOLITAN SEPARATE SCHOOL (TORONTO)

MUSKOKA

NIAGARA SOUTH

NIPISSING

OTTAWA

OTTAWA ROMAN CATHOLIC SEPARATE SCHOOL

OXFORD COUNTY

PEEL

PETERBOROUGH COUNTY

SIMCOE COUNTY

SUDBURY

TORONTO

WELLAND COUNTY ROMAN CATHOLIC SEPARATE SCHOOL

WINDSOR

APPENDIX 4

REPORT OF THE SUB-COMMITTEE OF THE STATUS OF WOMEN COMMITTEE ON EQUAL OPPORTUNITY IN ATHLETICS IN THE TORONTO BOARD OF EDUCATION

In order to respond to the Task Force set up by Mr. John Sopinka, Q.C. for the Ministry of Labour, to study equal treatment of the sexes in athletics, the Status of Women Committee of the Toronto Board of Education sent out a questionnaire to all 162 schools; about 122 elementary and 40 secondary. Questionnaires sent to junior and intermediate elementary schools were addressed to the Principals of those schools, and questionnaires sent to the secondary schools were addressed to the male and female Physical and Health Education Department Heads. Completed surveys were received from 70 elementary schools and 23 secondary schools with 11 male and 18 female Department Heads responding.

In order to determine whether or not there was equality for males and females in athletics, the questionnaire focused on finances, personnel, equipment, facilities and activities available to males and females in the curricular, intramural and extra-curricular athletic programs. In the summary that follows there is little reference to finances since these questions in many cases were not answered. In some instances contradictory financial figures were received from male and female Department Heads, and in other cases, a verbal rather than numerical response was made--e.g. according to need!

SUMMARY OF SURVEY RESPONSES

A. The Curricular Program

In the curricular program, there appeared to be appropriate numbers of male and female staff for male and female students in both elementary and secondary schools. Equipment and facilities are generally shared by both boys and girls. However, when there was more than one gym available, the comments indicated that the girls frequently used the smaller area. In some situations, girls are restricted in their use of weight rooms and field areas.

A wide variety of activities are offered to males and females in both the elementary and secondary schools. The highest incidence of co-educational activity was in the elementary school program (activity in which males and females participated together).

In the secondary schools, males and females are usually segregated in Grades 9 and 10, and co-educational elective programs are set up in Grade 11 and/or 12. However, in some schools, not all electives are open to both males and females. Many Department Heads indicated that not all electives are suitable for co-educational activity; for example, wrestling, rugby, floor hockey and lacrosse. These activities were segregated for safety reasons or designated as not being suitable for females.

B. The Intramural Program

Most schools offer an intramural program. Those schools that do not offer intramurals stated that the lack of personnel was the prime reason. Lack of facilities, student interest or equipment were not given as reasons for no intramurals or house leaques. Surveys from elementary schools indicated that the extended school day and overloaded teachers cut down the number of staff volunteering to run this program. In several elementary schools, staff were choosing to concentrate on the interschool program instead of trying to operate both intramural and interschool programs. Activities offered to males and females tended to be similar to those offered in the curricular program. However, generally, there were fewer opportunities given for co-educational activities in the competitive (intramural, interschool) programs.

C. The Interschool Program

In the interschool program, facilities and equipment were given as reasons for lack of teams by some schools. However, the most frequent stated reason was shortage of coaches. This was particularly true for girls' teams. Some explanations for lack of coaches for girls' teams were:

- women would not volunteer to coach
- men prefer to coach boys
- females were unskilled as coaches
- females have other commitments

Since co-educational activity is almost non-existent in the interschool program, lack of coaches for girls' teams results in fewer opportunities for girls to participate. The main reason stated for lack of co-educational activity was the playing regulations of the interschool athletic associations in both elementary and secondary schools. However, some surveys stated that co-educational competition was not desirable anyway because of the lack of skill of the girls and concern for safety of the girls, particularly in sports such as hockey and lacrosse.

continued......

REPORT ON EQUAL OPPORTUNITY IN ATHLETICS

GENERAL COMMENTS

1. A significant number of surveys indicated there was not equal opportunity in athletics for males and females. Some explanations given were as follows:

    - girls are restricted by parents
    - parents don't allow girls to participate fully
    - girls are restricted because of ethnic background
    - lack of coaches exists, particularly for girls' teams

2. This feeling, that there was not equal opportunity, was born out in the numbers of activities available to males and females in segregated and co-educational activities in the combined curricular, intramural and interschool programs. The data shows that there are more activities available for boys than girls.

DRAFT REPORT ON EQUAL OPPORTUNITY IN ATHLETICS

RECOMMENDATIONS

1. Since it is evident from this study that there is not equal opportunity in athletics for males and females in the Toronto public schools, it is the recommendation of this committee that the Toronto Board of Education make equal opportunity in athletics a priority. This should be reflected in the athletic programs offered by the Toronto public schools.

2. Inequality of opportunity was particularly noted in the extra-curricular programs. Significantly more male teachers volunteered to coach teams, than female teachers. Since male teachers generally preferred to coach boys, there were fewer opportunities for girls to take part in the interschool program. This situation is difficult to rectify since the extra-curricular program is considered to be a volunteer program, however, the committee put forward the following recommendations:

   (1) to increase recognition for coaching perhaps in the form of timetable allowances or monetary compensation

   (2) to use 'outside' coaches such as physical and health education students from local universities or colleges

   (3) to make available courses to increase expertise of female teachers in coaching

   (4) to investigate methods used by other boards to deal with this problem

3. Some surveys indicated that not all activities were open to both males and females in the elective curricular program. Electives that were considered to be too rough or vigorous were generally for boys only, reflecting the attitude that girls are fragile and prone to injury. A number of studies have been done (see bibliography) that discount this belief. For example in 'Sports injuries for females: Incidence and Prevention' Louise Kindig points out that being female does not cause the injury and likewise that being male does not cause the injury. Injuries are sport related, not sex-related. It is recommended, therefore, that all electives be open to both males and females.

4. The surveys also pointed out that many girls are not allowed to take part in the extra-curricular program because of parents restrictions and home responsibilities. The curricular program, in these cases, provides the only opportunity for girls to experience athletics. It is therefore recommended:

   (1) that physical education be a priority in the curricular program

   (2) that the physical education course should emphasize fitness and conditioning with an exposure to a variety of sports

   (3) that all athletic facilities be equally available to both male and female students

   (4) that this course be taught by teachers with expertise in physical education - i.e. physical and health education graduates

5. Other areas of inequality for males and females were evident, therefore it is recommended that:

continued......

(1) an in depth study be conducted similar to the one done by the Ottawa Board of Education, in order to determine more explicitly that these areas are

(2) this study be designed by trained researchers and results tabulated and analyzed

(3) recommendation from this study be made to the Toronto Board of Education to equalize opportunity in athletics

To the Principal: Please complete the following questionnaire based on the 1981-82 school year. Please give details and explanation if possible.

ATHLETIC SURVEY **ELEMENTARY SCHOOLS**

SCHOOL: ______________________________

Junior Level

Number of teachers of Junior Level: Male ______ Female: ______

1. Is there any fundraising in your school to support any of the Junior level school athletic activities?

   Yes ______ No ______

   If so, please describe these and the use made of funds raised.

2. Is the amount of participation in intramural sports being limited in your school due to the shortage of the following:

	Yes	No	Explanation
(a) Students			
(b) Supervisors			
(c) Facilities			
(d) Equipment			
(e) Other Factors			

3. For intramural or interschool sports, if there is no team for students of one sex, are they allowed to play for the team of the opposite sex?

   Yes ______ No ______

   Please explain the school policy on the above situation.

4. Do you feel boys and girls have equal opportunity to participate in athletic activities?

   Yes ______ No ______

   (Consideration should be given to such factors as scheduling of time, equipment, facilities, personnel, etc.)

   Please elaborate: ____

   ____

   ____

   ____

To the Principal: Please complete the following questionnaire based on the 1981-82 school year. Please give details and explanation if possible.

ATHLETIC SURVEY **ELEMENTARY SCHOOLS**

SCHOOL: ____________________

PRINCIPAL: ____________________

Intermediate Level - Grades 7 & 8

Number of teachers as of September 30, 1982:

In School Women _______ Men _______

In Grades 7 & 8 Women _______ Men _______

Number of pupils as of September 30, 1982:

Grade 7 Girls _______ Boys _______

Grade 8 Girls _______ Boys _______

Number of P.E. teachers as of September 30, 1982

Women _______ Men _______

1. Please list sport activities your school offered in 1982 under the following headings:

(a) House League (Intramural)

Sport Activity	Teacher		Boys - B Girls - G Co-ed - C
	M or F	PE or non PE	

(b) Interschool

Sport Activity	Teacher		Boys - B Girls - G Co-ed - C
	M or F	PE or non PE	

(c) Curricular Program

Sport Activity	Teacher		Boys - B Girls - G Co-ed - C
	M or F	PE or non PE	

2. **If there is no House League (Intramural) in your school, please indicate the reason:**

   (a) Lack of interest ____

   (b) Lack of expertise ____

   (c) Lack of facilities ____

   (d) Lack of equipment ____

   (e) Other (Please specify) ______________________________

3. **For the 1982 school year, please indicate:**

   (a) School sports equipment budget ______________________________

   (b) Amount for the girls (only) ______________________________

   (c) Amount for the boys (only) ______________________________

   (d) Amount for co-ed sports ______________________________

4. **~~Are~~ additional funds collected for sports activities in your school?**

   Yes ______ **No** ______

   If yes, please explain how these are allocated. If applicable, indicate boys' or girls' teams and which sport.

   ____

   ____

   ____

   ____

   ____

5. **Is there equal opportunity in sports for boys and girls with regard to the sports facilities that you have in your school?**

   Yes ______ **No** ______

   Please explain: ______________________________

   ____

   ____

   ____

6. Do you feel there is equal opportunity for boys and girls in sports with regard to the sports equipment that you have in your school?

Yes ______ No ______

Please explain: ____________________

____

____

____

7. Do the boys and girls enjoy equal opportunity with regard to sports activities offered in your school?

Yes ______ No ______

What could be done to improve the situation? ____________________

____

____

____

8. Please indicate if your school has the following facilites:

	Boys	Girls
(a) Dressing Room		
(b) Showers		
(c) Gymnasium		
(d) Pool		
(e) Field		
(f) Playground		

9. How much money was allocated to your school in the way of extra-curricular funding

(a) for boys' program ____________________

(b) for girls' program ____________________

ATHLETIC SURVEY **SECONDARY SCHOOLS**

SCHOOL: ______________________________

Number of teachers: Male ________ **Female** ________

Number of PHE teachers:

Full time: Male ________ **Female** ________

Part time: Male ________ **Female** ________

Number of students: (as of September 30, 1982)

Grade 9 ________

Grade 10 ________

Grade 11 ________

Grade 12 ________

Grade 13 ________

TOTAL ________

A - CURRICULAR PROGRAM

1. Please indicate what facilities are available at your school.

FACILITY	NUMBER	SIZE	DESIGNATED FOR MALES OR FEMALES
Pool			
Field			
Weight Room			
Gymnasium			
Tennis Courts			
Other			

2. Is there any difference in facilities available for boys or girls? Yes ______ No ______

If yes, please mention activity, grade, level and facility:

____

____

____

____

____

3. (a) Do you have an elective program? Yes _____ No _____

(b) If so, in what grades? Grade 9, Grade 10, 11, 12, 13. (please circle)

(c) Are all electives open to students of both sexes?

Yes _____ No _____

(d) If not, please describe the activity and reason for the restriction.

____

____

____

____

(e) Is there student interest in co-educational activities presently not offered?

Yes _____ No _____

Please mention activity, grade level.

____

____

____

4. Is there any difference in equipment available for the boys' program and girls' program?

Yes _____ No _____

5. Comment on money spent from the supply budget and capital expenditures - is the amount different for the boys' program and girls' program?

Yes ____ No ____

If so, please explain.

____

____

____

____

____

B - INTRAMURAL PROGRAM OR HOUSE LEAGUE

1. Complete the chart below for each intramural sport:

SPORT OR ACTIVITY	MALE/FEMALE/CO-ED	APPROX. NO. OF STUDENTS	NUMBER OF GAMES

2.(a) Describe how the intramural sports program is co-ordinated - i.e. Students (GAA,BAA), PHE staff, Other staff, and whether the above are male or female.

2.(b) How is this program financed? i.e. activity fee

Who allocates monies?

On what basis?

What ratio does the boys' program receive?

What ratio does the girls' program receive?

C - INTERSCHOOL TEAMS

1. Do you feel there should be more opportunity for students to complete on Co-educational teams at this level?

Yes ____ No ____

Please elaborate, naming sports.

2. Do you feel the boys and girls in your school have equal opportunity to participate in atheltic activities? (Consideration should be given to such factors as: time available, equipment, facilities, etc.)

Yes ____ No ____

If not, please explain.

____

____

____

____

____

3. Is the number of teams from your school restricted due to the shortage of any of the following?

		TEAMS	
	Male	Female	Co-ed
(a) student interest			
(b) coaches			
(c) facilities			
(d) equipment			
(e) funding			
(f) other			

4. List inter-school teams competing for your school, below.

TEAM	Male	Female	Co-ed

5. Considering early dismissals for athletics, how many have been for

(1) Male Sports ______
(2) Female Sports ______

The Halton Board of Education

APPENDIX 5

TO: The H.S.P.A. and H.E.P.A.

FROM: Halton Women In Physical Education

RE: Balanced Staffing of Physical and Health Education Classes

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1. BACKGROUND

The female staffing of Physical Education classes was stated as a concern in the spring of 1982. An invitation was issued to all Secondary School Physical Educators, male and female, to attend a meeting in October, 1982, to address the concern. A committee was formed which has since collected and researched available data. On February 1st, 1983 a general meeting was held at Aldershot High School for all women involved in both elementary and secondary Physical Education in Halton county. At this meeting, a motion was made, and unanimously approved, for the committee to prepare a position paper for presentation to the elementary and secondary principals, and to the Academic Council.

2. PREMISE

In the past, balanced numbers of male and female Physical Education teachers were employed in schools; now, not only are there fewer teachers but there is a smaller percentage of female teachers. In many schools in Halton County, men are teaching girls' classes, especially in Grades VII and VIII. The majority of coed classes is being taught by men.

Our concern is that this present staffing situation has an effect on girls in Physical and Health Education. The male and female balance must be considered when staffing elementary and secondary Physical and Health Education class.

3. SUPPORTING STATEMENTS

3.1 The work of Bandura and Walters (the national reports on new perspectives for elementary school physical education programs in Canada, 1976) and of Pooley (1979) showed the profound modelling effect that persons such as teachers have on students, and specifically the effect of Physical Education teachers. Modelling techniques must be utilized to promote girls' participation, and to promote the desirability of sport for girls and girls in sport.

(continued...)

3. 3.2 Girls in all grades, but especially the intermediate grades, find it extremely difficult to talk about sensitive health topics or personal concerns with female physical education teachers. This communication problem would be magnified with a male teacher in charge of the class.

3.3 In the secondary schools of Halton County, 1982-83, the number of girls' classes plus one-half the coed classes is 45.6% of the total number of Physical Education classes. Women are assigned to teach 38.8% of the total. Men teach 61.2%. See Appendix I.

3.4 In the Elementary panel there are 25 schools which have Grade VII and VIII students. Only 11 of these schools have female as well as male Physical Education teachers. Seven years ago we had 50% more females teaching Physical Education at the Elementary level than we do today. See Appendix II.

3.5 "End Zone: Down with Coed Gym", by Joy Miller.

3.6 "Fair Ball: Towards Sex Equality in Canadian Sport", by Ann Hall and Dorothy A. Richardson. (enclosed)

4. RECOMMENDATIONS

It is recommended:

- THAT we as educators provide a learning environment that encourages young women to develop positive values about physical activity by providing more female role models.
- THAT each all-girls' Physical Education class be taught by a female Physical Education teacher, and that each all-boys' Physical Education class be taught by a male Physical Education teacher.
- THAT the staffing assignments for coed classes be equally distributed among male and female teachers in each school, elementary and secondary, based upon the male-female enrolment in these courses.
- THAT all Intermediate classes be segregated by sex.

Respectfully submitted,

Susan Orchard

Sue Orchard,
Chairperson,
Halton Women in Physical Education.

APPENDIX I.

HALTON SECONDARY SCHOOL

PHYSICAL EDUCATION STATISTICS FOR 1982-1983.

SCHOOLS	NUMBER OF CLASSES				SECTIONS COVERED BY TEACHERS	
	Girls	Boys	Coed	Total	Female	Male
A	4	7	7	18	3	15
B	4	9	1	14	3	11
C	10	14	12	36	12	24
D	4	4	10	18	6	12
E	7	8	6	21	8	13
F	8	11	7	26	10	16
G	10	16	18	44	17	27
H	4	4	13	21	8	13
I	8	8	11	27	11	16
J	2	5	1	8	2	6
K	6	8.5	1	15.5	6	9.5
L	5	5	11	21	9	12
M	11	12	5	28	13	15
N	6	7	13	26	12	14
O	5	7	2	14	6	8
P	6	8	6	20	9	11
Q	2	3	22	27	14	13
TOTAL	102	136.5	146	384.5	149	235.5

APPENDIX II.

HALTON ELEMENTARY SCHOOL
PHYSICAL EDUCATION STATISTICS.

Elementary Population 1975-76 32,093 1981-82 27,437

SCHOOL	Int.Population Grades 6-8 1982	PHYS. ED. Teachers 1975-1976	PHYS. ED. Teachers 1982-1983	Coed Classes
WEST HALTON				
Central	301	1 Male	1 Male	Coed
Fairview	177	1 Male,1 Female	1 Male	Coed
Frontenac	389	1 Male,1 Female	1 Male	Coed
J.T.Tuck	429	1 Male,1 Female	1 Male,1 class Female	Coed
Maplehurst	377	1 Male,1 Female	1 Male,1 Female	
Pineland	388	1 Male,1 Female	1 Male	Coed
RollingMeadows	494	1 Male,1 Female	2 Males	Coed
SirE.MacMillan	389		1 Male,1 Female	
Tecumseh	520	1 Male,1 Female	1 Male,1 Female	
Total---	3464	8 Male,6 Female	10 Male,3 Female	--Loss of 4 females in 8 schools.
NORTH HALTON				
Brookville	208	1 Male,1 Female	1 Male,1 Female	
Centennial	710	2 Male,2 Female	1 Male,1 Female	
McKenzieSmith	371	1 Male	1 Male,1 Female	
SamSherratt	248		1 Male	Coed
Stewarttown	342	1 Male,1 Female	1 Male,1 Female	
W.I.Dick	539	1 Male,1 Female	1 Male,1 Female	
Total---	3336	6 Male,5 Female	6 Male,5 Female	--No change.
EAST HALTON				
Brookdale	190	1 Male	1 Male	Coed
E.J.James	408	1 Male,1 Female	1 Male,1 Female	
Eastview	324	1 Male,1 Female	2 Males	Coed
Falgarwood	372	1 Male,1 Female	1 Male,1 Female	
Montclair	320	1 Male,1 Female	1 Male	
NewCentral	210	1 Male,1 Female	1 Male	Coed
Oakwood	139	1 Male,1 Female	1 Male	Coed
PineGrove	80	1 Male,1 Female	1 Male	Coed
Q.E.Park	217	1 Male.1 Female	1 Male,1 Female	
W.H.Morden	103	1 Male	1 Male	Coed
Total---	2363	10 Male,8 Female	11 Male,3 Female	--Loss of 5 females in 10 schools.

END ZONE

by Joy Miller

Please Read Past the Radical title!

Down with coed gym

■ As a teacher of junior high physical education, I am disgusted, frustrated, perturbed and thoroughly fed up with forced coed physical education.

Most of us know about Title IX, the landmark addition to the Education Amendments of 1972. All it says is that there can be no discrimination, exclusion from participation in or denial of benefits of an "education program or activity" if it receives money from the federal government, under threat of losing that funding. Many school superintendents, principals and/or boards of education have interpreted this to mean that boys and girls must have physical education classes together, when it simply means there must be equal programs. I think there is no equality in coed P.E. programs and that they are, in short, a disaster.

The gifted P.E. students are usually on athletic teams and compete with their own sex at their own level. A gifted girl athlete in a coed P.E. class can never have the thrill of being the best, no matter how fast she can run, how high she can jump, how good her basketball shooting is. There is *always* at least one boy in the class who can beat her.

I have girls in my classes who really like to play sports, but the boys end up hogging the ball and taking over the games. A teacher has to try and change the rules so that the girls get a chance to play: for example, in volleyball a boy has to set the ball to a girl; in basketball a boy has to pass to a girl or a girl must touch the basketball within two passes.

Even with rule changes, physical education has become masculinized since coed P.E. has been forced upon us. Why are girls expected to play flag football and boys not expected to take modern dance or even play speed-a-way? Girls are doing all of the "male" type of exercises, but just try and get the boys to willingly do some rhythmic type of movements. Junior high boys are not interested in dance of any kind; they don't want to be called the clever names that are used when one participates in "sissy" stuff.

And did you ever stop to think how a boy feels when he is now not only being beaten at games by boys but by some of the girls in the class as well? One may argue that boys should not think they are "supposed to" beat girls or that some activities are for "sissies," but being products of their culture, most boys do think like this.

What about the mental suffering that an obese student goes through when having to suit up in the brief P.E. uniform and then made to exercise, run and play games while listening to the remarks and laughs of the slender kids? It is bad enough to be fat in front of your own sex, but in coed P.E. it is even worse. Obesity is one of the major health problems in America and it certainly has a great effect on junior high students. (Dear reader, if you have never been fat you just don't understand.)

Physical education is getting to be called "social recreation" and this bothers me. In some schools monopoly, checkers and cards are being played in regular P.E. classes just to equalize the ability of the students. No wonder the physical fitness scores are falling, according to reports in the newspapers in my area. I know the boys don't work as hard when the girls are in class and the girls certainly don't want to sweat or ruin their makeup.

There are more discipline problems in coed physical education. A P.E. class is informal and not as structured as regular classes, and maintaining discipline can be a trial in the best of classes. Some of the girls go bananas when in class with the school's Romeo and they cannot settle down to work at their skill ability. Some of the boys are equally twitterpatted if the good-looking social queens of the school are in their class. The junior high-age students don't think much about their grades as long as they get to show off in front of their dreamboats.

No matter how you cut it, one cannot be in two places at the same time, though by law students must be in view of a teacher or credentialed aide. When I have 19 boys and 17 girls assigned to my class, I'm kept plenty busy in the locker rooms before the class starts, helping a girl with a jammed lock, looking for a lost purse, stopping a fight and selling Kotex. Meanwhile my fast-dressing boys are outside climbing the walls, throwing rocks, pushing others around and just generally being active males. What's a teacher to do? Kids are human beings who need discipline and love; they are not in the Marines. Keeping some standing on a painted roll-call number while waiting for the other kids to get ready is not my idea of education.

Many times the physical education teacher is the only person a student feels comfortable enough to talk with. The girls usually want to talk to a woman and the boys want to talk to a man. School counselors are almost a thing of the past, and sometimes too busy to talk to kids with minor problems. It is much more difficult for me to find the time to talk to a girl with a bunch of boys around and I am busier with discipline problems.

Please remember I am writing about junior high physical education classes—not athletics. Title IX has done a great deal for women's sports, but at the same time it is hurting physical education. Physical education should be a class that students want to attend. This class should help the student learn many of the lessons of getting along with others: how to be a leader as well as how to follow and how to work as a team, how to win and how to lose. I have found these elements are almost gone with the forcing of coed P.E.

The Title IX officer in my congressman's office did not realize that Title IX "mandates" coed P.E. One of the state project SEE (Sex Equality in Education) people came from the state capital to my school for a Title IX workshop and told our physical education teachers that if we only have 20 percent boys in classes, we would be considered *(cont. on page 59)*

(cont. from page 60) "highly suspect" and in line for a Title IX complaint. But one of the Title IX authorities in the Office of Civil Rights in San Francisco tells me that if anyone tries to force a percentage of sex makeup of students in P. E., that in itself is a violation and *I* could file a complaint. Confusing, isn't it? No matter who I talk or or write to, there is dissent and confusion.

Many physical educators feel like criminals because they have quietly gone back to sex-segregated classes. These teachers are afraid that a complaint will be filed and that their district will lose all federal funds. Why should teachers be afraid to teach the way they know is best? The majority of teachers I know honestly tried to teach coed P.E. and honestly expected miracles that did not happen. We were sold a bill of goods on how much better girls would be in sports if they could only play on teams with boys. Some people even believed that there would be women on the men's sports teams and these women would be just as good—I still don't know a woman who should get to play football with the San Francisco 49ers.

If any of you want to read a good report, find a copy of "Sports Medicine for Children and Youth," put out by the Tenth Ross Roundtable on Critical Approaches to Common Pediatric Problems in collaboration with the Ambulatory Pediatric Association (Ross Laboratories, Columbus, OH 43216). Read pages 25 and 26, "Should Girls and Boys Be Permitted to Play Competitive Sports Together?" Rainer Martens, PhD, writes, "There is no biological reason why prepubescent boys and girls cannot compete together fairly. Boys generally are stronger and taller and have decided physical advantages which make mixed-sex competition in many sports quite unfair and dangerous after puberty. Advocates of integrated sports for post-pubescent children may, in fact, be doing girls' sports more harm than good . . . After puberty, emphasis should be for separate but equal participation opportunities for girls . . ."

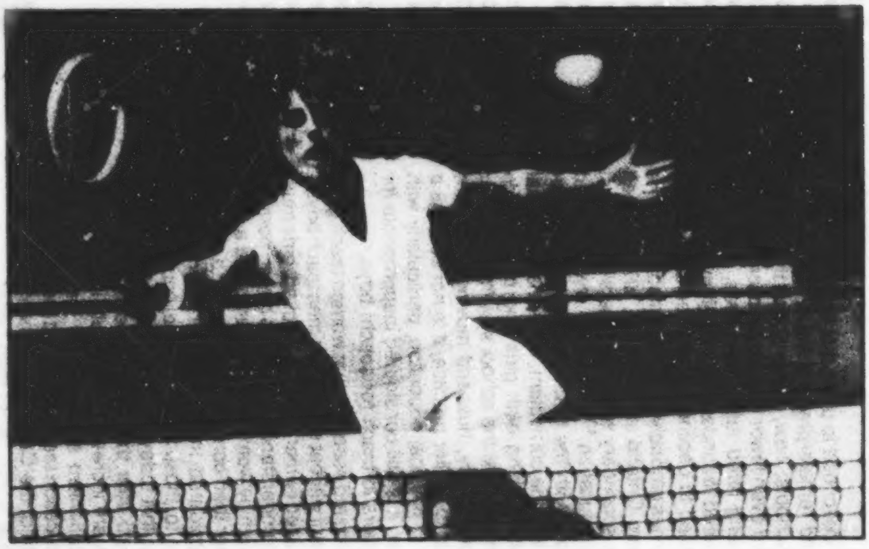
Forced coed P.E. should be done away with. Teachers should be allowed to use their training and skills to help both sexes get a good education. The federal government is making too many rules for us.

Joy Miller has been a junior high physical education teacher for 19 years. She lives in Northern California and her three very athletic children never participated in coed P.E. except by choice in college.

Fair Ball

Towards Sex Equality in Canadian Sport

M. Ann Hall and Dorothy A. Richardson



The Canadian Advisory Council on the Status of Women

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Athlete Information Bureau

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Employment Opportunities and Conditions

In the process of writing this report, we have become increasingly aware of a very serious problem for women physical educators in school systems across this country. *Their numbers are declining*, in the opinion of the many people to whom we have spoken. Although we have very few facts and figures to substantiate our claim, we do believe we have some insight into this issue.

The 'problem', as it has been described to us, is that in the past, fairly equivalent numbers of male and female physical education teachers were employed in secondary schools; now, not only are there fewer teachers altogether, but there are even fewer women teachers. The few physical education teachers being hired tend to be men, and more women than men are being declared redundant because they have less seniority. The problem is attributed to declining school enrolment.

The male/female teacher ratio has probably been inequitable for some time. For example, statistics from Ontario show that in 1977, women made up only 25 per cent of the secondary school teachers whose first subject speciality was physical education.[43] What was always a bad situation is now becoming worse. With the gradual introduction of co-educational physical education into the curriculum, more male physical education teachers have begun teaching both girls and boys. Since female physical education teachers leave the school system at a faster rate for a variety of reasons (pregnancy, husband moving), men are taking over their jobs. In contrast to earlier practice, it is not seen as a problem for men to teach girls in physical education, particularly with co-educational classes. However, it is still considered inappropriate for women physical education teachers to teach (or coach) boys.

Traditionally, it was often considered essential that women teach girls' physical education courses. (It went without saying that men teach boys.) All the arguments we have discussed earlier would be evoked: girls must have female role models, women understand girls' needs better, personal matters are more easily dealt with by women, women embrace a more democratic and educational rather than competitive ethos, and so forth. The women teachers often considered their curricular offerings and school sport programs superior to those of their male counterparts. There are some who still believe this today. However, in a purportedly egalitarian program, which should offer the *same* experience to both boys and girls, these arguments are increasingly difficult, if not impossible to justify. Ironically, egalitarianism seems to be leading to the elimination of women physical education teachers. In fact they are slowly becoming extinct. Given the state of the Canadian economy, the situation for women is likely to become worse rather than better.

The problem cannot be remedied easily. The few school boards that are aware of the problem have taken affirmative action initiatives. These may or may not have some impact. They are certainly futile if no teachers are being hired! Obviously these initiatives assist individual women, but they do little to address the *structured* inequality present in our secondary school systems. As one group of researchers has pointed out: "A slightly bigger share of a great deal less does not create equality".[44] Any attempts to rectify the situation must confront the fact that there are far more male than female secondary school teachers and far fewer women are in positions of responsibility. The reasons lie in an uncompromising system that makes little or no allowance for women who are very committed to their careers and yet still wish to leave the workforce temporarily for childrearing. A re-evaluation of the teaching profession must take place so that these women are not penalized for bearing children. Furthermore, women must be allowed to retain their seniority even when they leave the workforce temporarily. Finally, alternative work patterns such as job-sharing and part-time appointments must be made available to *both* men and women teachers.

What is the status of university-level teachers in physical education? Are there appropriate role models for female undergraduate and graduate students in physical education? In 1978, women represented 23 per cent of the total faculty with academic rank in the thirty-three Canadian universities that offer at least an undergraduate degree in physical education.[45] In 1970 they had represented 26 per cent of the total. There is, however, considerable variation throughout the country in the male/female staff ratios. There is also no apparent pattern as to region, date of program inception, or existence of a graduate program.

Three-quarters of the female faculty surveyed in 1978 held either a master's degree or a doctorate. When compared with their male colleagues, however, they held only 10 per cent of the total doctorates and 31 per cent of the master's degrees (see Table 4.1). It should also be noted that women in physical education lag far behind other academic women in terms of obtaining a doctorate, the highest academic qualification. For instance, in 1969-70 doctorates were held by 20 per cent of Canadian academic women teaching in the humanities, 25 per cent of those in the social sciences, 56 per cent of women teaching biological sciences, and 70 per cent of those in the physical sciences.[46]

TABLE 4.1

Distribution of Academic Women in Physical Education by Degree (1977-78)

DEGREE	Total No.	No. Women	Women as % of Total in Degree Category	Women No. as % of Female Total
DOCTORATE	351	34	9.7%	18.8%
MASTERS	324	100	30.9	55.2
BACHELORS	72	33	45.8	18.2
DIPLOMA	12	6	50.0	3.3
OTHER	21	8	38.1	4.5
TOTAL	780	181	23.2%	100.0%

APPENDIX 6

LAMBTON COUNTY BOARD OF EDUCATION 1982/83

	NORTH LAMBTON	ALEX. McKENZIE	EAST LAMBTON	S.C.I. & T.S.	ST. CLAIR	NORTHERN C.I.&V.S.	TOTAL
Boys P.E. Supplies	2,500	1,500	820	2,200	3,100	3,000	13,120
Girls P.E. Supplies	2,300	400	1,080	2,113	3,100	2,800	11,793
Boys Athletic Supplies	2,033	500	975	3,250	3,000	2,300	12,058
Girls Athletic Supplies	1,430	400	1,150	1,925	3,000	2,200	10,105
Boys Athletic Transport	1,500	350	1,550	2,300	1,900	2,200	8,400
Girls Athletic Transport	1,500	350	1,725	850	1,300	1,800	7,525
Male P.E. Staff	3	2	1	4	4	5	19
Female P.E. Staff	2	2	2	2	3	2	13
Male Coaches	5	3	7	24	28	25	69
Female Coaches	4	1	2	7	9	4	27
Male Students	345	322	134	625	736	871	3,033
Female Students	326	202	178	652	717	815	2,890

28 male coaches are involved in female sports
5 female coaches are involved in male sports

APPENDIX 7

OTTAWA BOARD OF EDUCATION

ATHLETIC SURVEY

JUNIOR GRADE LEVEL

To the principal: *Please complete the following questionnaire based on the 1981-82 school year. At the end of the questionnaire you will be asked to indicate any major changes anticipated for the current school year. If there is not sufficient space on the questionnaire for your answers please continue on attached sheets of paper.*

SCHOOL: ______________________________

NUMBER OF JUNIOR LEVEL TEACHERS: MEN ________ WOMEN ________
(on September 30, 1981)

> *Note: For K-8 schools, questions 1 and 2 need not be answered if all the information relevant to the Junior grade level was included on the questionnaire for grade 7 and 8.*

1. Please describe the 1982 budget for physical education equipment and supplies showing the items purchased and their cost.

2. Describe the physical education equipment and supplies included in your budget for 1983 giving the approximate cost for each item.

3. Is there extra fund-raising (such as special projects, or requests to parents and/or local organizations, etc.) in your school to support any of the Junior level school athletic activities? YES ☐ NO ☐

   If so, please describe these and the use made of the funds raised.

4. **INTERSCHOOL ATHLETICS** - *Please complete the following chart for all your school teams. Cross out the name of any sports in which your school did not participate.*
(All- star teams)

SPORT	NO. OF HOURS		NO. OF STUDENTS		COACH				
					Teaches grade	Experience*		Sex	
	Practise	Competition	Boys	Girls		Yes	No	M	F
Cross-country -boys									
Cross-country -girls									
Soccer									
Floor hockey									
Captain Basketball									
Volleyball									
Track & Field -boys									
Track & Field -girls									
Softball									
Three Pitch									
Other									

* Experience - *Check the "yes" column if the coach has had some training in this sport or is experienced as a coach.*

5. Is participation in interschool athletic competitions (all-star teams) being limited in your school due to a shortage of any of the following:

	YES	NO	EXPLANATION
a) students	☐	☐	
b) coaches	☐	☐	
c) facilities	☐	☐	
d) equipment	☐	☐	
e) other factors	☐	☐	

6. **INTRAMURAL ATHLETICS** (House League teams) - *Please complete the following for all intramural school athletics. Pupils from earlier grades participating in the Junior grade level programs should be included.*

SPORT	ALL BOYS			ALL GIRLS			COEDUCATIONAL			
	No. of students	No. of Weeks	Av. no. of hrs./wk.	No. of students	No. of Weeks	Av. no. of hrs./wk.	No. of boys	No. of girls	No. of Weeks	Av. no. of hrs./wk.

7. Is the amount of participation in intramural sports being limited in your school due to a shortage of the following:

		YES	NO	EXPLANATION
a)	students	☐	☐	
b)	supervisors	☐	☐	
c)	facilities	☐	☐	
d)	equipment	☐	☐	
e)	other factors	☐	☐	

8. For intramural or interschool sports, if there is no team for students of one sex, are they allowed to play on the team of the opposite sex? YES ☐ NO ☐

Please explain the school policy and give any example of such a situation occurring in your school.

9. Do you feel that boys and girls in your school have equal opportunity to participate in athletic activities? (consideration should be given to such factors as scheduling of time, equipment, facilities, etc.) YES ☐ NO ☐

Please elaborate

10. Do you feel that in your school the participation of boys and girls in athletics is equal? YES ☐ NO ☐

Please elaborate

11. Do you anticipate that there will be any major changes in athletic activities in the 1982-83 school year? YES ☐ NO ☐

If so, please explain.

OTTAWA BOARD OF EDUCATION

ATHLETIC SURVEY

INTERMEDIATE LEVEL - GRADES 7 & 8

To the Principal: *Please complete the following questionnaire based on the 1981-82 school year. Please give details and explanations where asked.*

The following terms are interchangeable:
INTRAMURAL - House League
ALL STAR - Interscholastic
Interschool

1. NAME OF SCHOOL: ______________________

2. PRINCIPAL: ______________________

3. NUMBER OF TEACHERS AS OF SEPTEMBER 30TH 1981
   - IN SCHOOL Women: ________ Men: ________
   - IN GRADES 7 & 8 Women: ________ Men: ________

4. NUMBER OF PUPILS IN GRADES 7 & 8 AS OF SEPTEMBER 30TH 1981
   - GRADE 7 Girls: ________ Boys: ________
   - Grade 8 Girls: ________ Boys: ________

5. NUMBER OF PHYSICAL EDUCATION TEACHERS AS OF SEPTEMBER 30TH, 1981
   Women: ________ Men: ________

Please list the sports activities that the Physical Education teachers are involved in. (The time of day is the time when the teams usually practice, e.g. 8.00 or 16.45 etc.)

SPORT	SEX OF TEACHER (M or F)	LENGTH OF PROGRAMME (weeks)	TIME OF DAY	HOURS PER WEEK		BOYS TEAM - B GIRLS TEAM - G COEDUCATIONAL - C
				PRACTICE	COMPETITION	
INTRAMURAL						
ALL STAR						

6. NUMBER OF OTHER TEACHERS THAT ARE INVOLVED IN SPORTS ACTIVITIES AND THAT ARE NOT PHYSICAL EDUCATION TEACHERS: Women: ______ Men: ______

Please complete the following chart for the sports activities that the above-mentioned teachers are involved in.

SPORTS	SEX OF TEACHER (M or F)	COACHING EXPERIENCE		TRAINING		LENGTH OF PROGRAMME	TIME OF DAY	HOURS PER WEEK		BOYS TEAM - B GIRLS TEAM - G COEDUCATIONAL - C
		YES	NO	YES	NO			PRACTICE	COMPETITION	
INTRAMURAL										
ALL STAR										

7. Please indicate the number of pupils and teams in the INTRA-MURAL LEAGUE:

	BOYS TEAM(S)		GIRLS TEAM(S)		COEDUCATIONAL TEAMS		
	Number of:		Number of:		Number of:		
	Teams	Boys	Teams	Girls	Teams	Boys	Girls
Touch Football							
Cross-Country							
Soccer							
Volleyball							
Basketball							
Track & Field							
Other Sports							

8. Please indicate the number of pupils in the ALL STAR TEAMS:

Touch Football No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

Cross-Country No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

Soccer No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

Volleyball No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

Basketball No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

Track & Field No. of Players
Girls: ____________
Boys: ____________
Coeducational Girls: ____________
Coeducational Boys: ____________

9. Within the Instructional Programme of Grades 7 and 8 are there any differences between the sports activities of girls and boys?

YES ☐ NO ☐

Please Explain: ____________________

____

____

____

____

10. If there is no Intramural League in your school please indicate the reason:

Lack of enough pupils ☐

Lack of expertise ☐

Lack of facilities ☐

Lack of equipment ☐

Other: (Please name) ☐

____

11. For the 1982 school year, please indicate:

School sports equipment budget: ____________________

Amount for Girls (only) ____________________

Amount for Boys (only) ____________________

Amount for Coeducational Sports ____________________

12. Are additional funds collected for sports activities in your school (through bake sales, raffles, etc.)? If Applicable indicate girls or boys team and what sport.

YES ☐ NO ☐

If yes, please explain how these are allocated: ____________________

____

____

13. Can you ensure equal opportunity in sports with the sports facilities that you have in your school?

YES ☐ NO ☐

Please explain: ____________________

____

____

14. Please indicate if your school has the following facilities:

	BOYS	GIRLS
Dressing Room	☐	☐
Showers	☐	☐

15. Would more sports equipment be needed in order to ensure equal opportunity in sports?

YES ☐ NO ☐

Please explain: ____

____

____

____

16. Do the girls and boys enjoy equal opportunity in regards to sports activities in your school?

YES ☐ NO ☐

What could be done to improve the situation? ______________________

____

____

____

____

17. a) Can a girl play on a boys' team if a girls' team does not exist for a particular sport?

YES ☐ NO ☐

Please explain school policy: ______________________________________

____

b) Can a boy play on a girls' team if a boys' team does not exist for a particular sport?

YES ☐ NO ☐

Please explain school policy: ______________________________________

____

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

HIGH SCHOOL INSTRUCTIONAL PROGRAMME

Please complete this questionnaire based on the 1981-82 school year and give the number of teachers and students on September 30, 1981.

SCHOOL: ______________________________

1. Complete the chart below for each physical education class in your school.

COURSE CODE	GRADE	SEX (B-boys, G-girls, C-coeducational)	NUMBER OF STUDENTS		SEX OF TEACHER
			Boys	Girls	

2. Please describe the grade 9 Physical Education program in your school using the following chart.

ACTIVITY	TEACHER	COEDUCATIONAL		NUMBER OF HRS.	NUMBER OF HRS.	CORE (C) OR	ELECTIVES ONLY	
	M or F	YES	NO	FOR BOYS	FOR GIRLS	ELECTIVE (E)	NO. OF BOYS	NO. OF GIRLS

3. **Please describe the grade 10 Physical Education program in your school using the following chart.**

ACTIVITY	TEACHER	COEDUCATIONAL	NUMBER OF HRS. FOR BOYS	NUMBER OF HRS. FOR GIRLS	CORE (C) OR ELECTIVE (E)	ELECTIVES ONLY	
	M or F	YES NO				NO. OF BOYS	NO. OF GIRLS

4. Please describe the grade 11 Physical Education program in your school using the following chart.

ACTIVITY	TEACHER	COEDUCATIONAL		NUMBER OF HRS.	NUMBER OF HRS.	CORE (C) OR	ELECTIVES ONLY	
	M or F	YES	NO	FOR BOYS	FOR GIRLS	ELECTIVES (E)	NO. OF BOYS	NO. OF GIRLS

5. Please describe the grade 12 Physical Education program in your school using the following chart.

ACTIVITY	TEACHER	COEDUCATIONAL		NUMBER OF HRS. FOR BOYS	NUMBER OF HRS. FOR GIRLS	CORE (C) OR ELECTIVE (E)	ELECTIVES ONLY	
	M or F	YES	NO				NO. OF BOYS	NO. OF GIRLS

6. Are all electives open to students of both sexes? YES ☐ NO ☐

If not, please describe the activity and the reason for the restriction.

7. Describe any differences in the facilities or equipment used for boys' and girls' programmes, mentioning the activity and grade level concerned.

8. Do you feel the enrollment in physical education for girls or for boys would increase if different activities could be offered. YES ☐ NO ☐

If so, please explain naming specific activities.

____

____

____

____

____

____

____

9. Based on your 1982 budget for the Physical Education Instructional Programme give the number of dollars spent on supplies for

(a) Joint use by boys and girls ____________________

(b) Use by boys only ____________________

(c) Use by girls only ____________________

10. Based on your 1982 budget for the Physical Education Instructional Programme give the number of dollars spent on equipment (capital expenditures) for

(a) Joint use by boys and girls ____________________

(b) Use by boys only ____________________

(c) Use by girls only ____________________

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

HIGH SCHOOL INTRAMURAL SPORTS

Please complete the questionnaire based on the 1981-82 school year and give the number of students and teachers on September 30, 1981.

SCHOOL: ______________________________

Number of Teachers in School: Men: ________ Women: ________

Number of Physical Education Teachers:

Full-time - Men: ________ Women: ________

Part-time - Men: ________ Women: ________

Number of Students in the School: (Sept. 30/81)

	Boys	Girls
Grade 9		
Grade 10		
Grade 11		
Grade 12		
Grade 13		
TOTAL		

1(a) Are intramural sports in your school being restricted due to a shortage of any of the following:

				EXPLANATION
a)	Student interest	☐	☐	________
b)	Supervisors	☐	☐	________
c)	Facilities	☐	☐	________
d)	Equipment	☐	☐	________
e)	Funds	☐	☐	________
f)	Other	☐	☐	________

(b) If it were possible to extend the intramural sports program, what activities do you feel are most in demand and which type of student (grade, level, sex, etc.) would be most likely to participate?

____

____

____

____

____

____

____

2. **Complete the chart below for each scheduled intramural sport, reporting each activity separately (i.e. use two lines if boys and girls have separate basketball leagues or if intermediate and senior students play badminton at different times).**

SPORT	SEX OF PLAYERS (M, F or Co-ed)	NUMBER OF STUDENTS		NUMBER OF WEEKS	AVERAGE NUMBER OF HOURS/WEEK
		Boys	Girls		

2. (Continued)

SPORT	SEX OF PLAYERS (M, F or Co-ed)	NUMBER OF STUDENTS		NUMBER OF WEEKS	AVERAGE NUMBER OF HOURS/WEEK
		Boys	Girls		

3. Did you make or do you anticipate making any major changes in intramural sports for the 1982-83 school year?

YES ☐ NO ☐

If so, please explain:

4. Describe how the intramural sports program in your school is coordinated. Mention whether the key people involved are students, physical education teachers or teachers of another subject and whether they are male or female.

5. Indicate the extent of participation by representatives from your school in the Couchiching Leadership Conference for Students during the past five years. If both a boy and a girl did not attend in any year please give a brief explanation.

ATTENDANCE AT COUCHICHING CONFERENCE

Year	Boy Sent (✓)	Girl Sent (✓)	Reason for not sending a boy and a girl
1978			
1979			
1980			
1981			
1982			

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

HIGH SCHOOL INTERSCHOLASTIC SPORTS

Please complete this questionnaire based on the 1981-82 school year. Before returning this form attach all the coaches' questionnaires used to complete item number 7.

SCHOOL: ______________________________

1. Is the number of teams from your school entering interscholastic competitions being restricted due to a shortage of any of the following?

	YES	NO	EXPLANATION
a) Student interest	☐	☐	
b) Coaches	☐	☐	
c) Facilities	☐	☐	
d) Equipment	☐	☐	
e) Funding	☐	☐	
f) Other	☐	☐	

2. Have there been any additions or deletions since September 1980 to the roster of interscholastic teams from your school? YES ☐ NO ☐

If so, please describe each change and the reasons for it.

3. If there are any interscholastic sports or categories of competition not presently offered by the O.H.S.A.A. which you would like to have added, please list these below.

4. Do you feel that the O.H.S.A.A. should provide more opportunity for coeducational teams to play at the interscholastic level? YES ☐ NO ☐

Please elaborate, naming the sports.

____

____

____

____

____

5.(a) In schools where there is no interscholastic girls' team of a certain sport do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

(b) In schools where there is no interscholastic boys' team of a certain sport do you feel that boys should be able to compete for positions on the girls' team? YES ☐ NO ☐

(c) In schools where there are both girls' and boys' interscholastic teams of a certain sport -

(i) do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

(ii) do you feel that boys should be allowed to compete for positions on the girls' team? YES ☐ NO ☐

Please elaborate.

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6. Do you feel that boys and girls in your school have equal opportunity to participate in athletic activities? (consideration should be given to such factors as scheduling of time, equipment, facilities, etc.) YES ☐ NO ☐

If not, please explain.

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7. Please complete the chart below for each interscholastic team in your school based on the questionnaires completed by the coaches.

TEAM	NUMBER OF MEMBERS		NUMBER OF EXHIBITION GAMES OR MEETS	PRACTICES		COACH(ES)	
	Boys	Girls		Total hrs. per season	Usual time of Day	Sex M or F	Experience*
Badminton							
Basketball Jr. - Boys							
Basketball Jr. - Girls							
Basketball Sr. - Boys							
Basketball Sr. - Girls							
Cross-Country - Boys							
Cross-Country - Girls							
Curling - Boys							
Curling - Girls							
Flag Football							
Floor Hockey							
Football - Junior							
Football - Senior							
Golf							

* Indicate the extent of experience as a coach or an athlete in this sport and whether or not the coach is a teacher (T), physical education specialist (P.E.) or volunteer from the community (V).

7. (Continued)

TEAM	NUMBER OF MEMBERS		NUMBER OF EXHIBITION GAMES OR MEETS	PRACTICES		COACH(ES)	
	Boys	Girls		Total hrs. per season	Usual time of Day	Sex M or F	Experience*
Gymnastics - Boys							
Gymnastics - Girls							
Handball							
Hockey							
Passball							
Rugger							
Skiing, alpine - Boys							
Skiing, alpine - Girls							
Skiing, X-Country - Boys							
Skiing, X-Country - Girls							
Soccer Jr. - Boys							
Soccer Sr. - Boys							
Soccer Sr. - Girls							

* Indicate the extent of experience as a coach or an athlete in this sport and whether or not the coach is a teacher (T), physical education specialist (P.E.) or volunteer (V).

7. (Continued)

TEAM	NUMBER OF MEMBERS		NUMBER OF EXHIBITION GAMES OR MEETS	PRACTICES		COACH(ES)	
	Boys	Girls		Total hrs. per season	Usual time of Day	Sex M or F	Experience*
Swimming - Boys							
Swimming - Girls							
Tennis - Boys							
Tennis - Girls							
Track & Field - Boys							
Track & Field - Girls							
Volleyball Jr. - Girls							
Volleyball Sr. - Boys							
Volleyball Sr. - Girls							
Volleyball Coeducational							
Water polo - Boys							
Water polo - Girls							
Wrestling							

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* Indicate the extent of experience as a coach or an athlete in this sport and whether or not the coach is a teacher (T), physical education specialist (P.E.) or volunteer (V) from the community

8. Have any of your school teams taken trips outside the Ottawa area, other than travel to O.F.S.A.A. championships, or required travel funds supplementary to the basic allotment? YES ☐ NO ☐

If so, indicate which teams (give level and sex), the destination and method of funding.

9. During the 1981-82 school year were there occasions when students at your school were dismissed early so that they could attend sports events? YES ☐ NO ☐

If so, please describe these occasions identifying the specific team involved (sport, sex and level).

10. Please list all the ways in which outstanding athletes in interscholastic sports are given recognition in your school, apart from the O.H.S.A.A, crests and awards. Mention the teams and number of athletes honoured by each method.

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

HIGH SCHOOL INTERSCHOLASTIC SPORTS

QUESTIONNAIRE FOR COACHES

Please complete this questionnaire based on the 1981-82 school year

SCHOOL: ____________________

TEAM: ____________________ Jr. ☐ Sr. ☐ Boys ☐ Girls ☐ Co-ed ☐

NUMBER OF TEAM MEMBERS: Boys ________ Girls ________

1. In how many exhibition games or meets did this team participate during 1981-82? ________

2. Approximately how many hours of practice did this team have during the entire 1981-82 season? ________

3. What was the usual time of day for the practices? ________

4. Please give a brief description of your experience in this sport previous to coaching in 1981-82. Include the number of years and certification level as a coach and any other affiliation with the sport.

____

____

____

5. What type of assistance would benefit you as a coach?

EXPLANATION

☐ OBE-sponsored clinics ____________________

☐ Outside clinics ____________________

☐ Other ____________________

____

6. If there are any interscholastic sports or categories of competition not presently offered by the O,H.S.A.A. which you would like to have added, please list these below.

____

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____

____

7. Do you feel that the O.H.S.A.A. should provide more opportunity for coeducational teams to play at the interscholastic level? YES ☐ NO ☐

Please elaborate, naming the sports.

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8(a) In schools where there is no interscholastic girls' team of a certain sport do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

(b) In schools where there is no interscholastic boys' team of a certain sport do you feel that boys should be able to compete for positions on the girls' team? YES ☐ NO ☐

(c) In schools where there are both girls' and boys' interscholastic teams of a certain sport -

  (i) do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

  (ii) do you feel that boys should be allowed to compete for positions on the girls' team? YES ☐ NO ☐

Please elaborate.

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9. Do you feel that boys and girls in your school have equal opportunity to participate in athletic activities? (consideration should be given to such factors as scheduling of time, equipment, facilities, etc.) YES ☐ NO ☐

If not, please explain.

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OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

QUESTIONNAIRE FOR PRINCIPALS [secondary schools]

The questions below are taken from the questionnaire on interscholastic athletics directed to coaches. Because these are questions of opinion, the responses of high school principals are being sought as well.

1. Do you feel that the O.H.S.A.A. should provide more opportunity for coeducational teams to play at the interscholastic level? YES ☐ NO ☐

Please elaborate, naming the sports.

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2.(a) In schools where there is no interscholastic girls' team of a certain sport do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

(b) In schools where there is no interscholastic boys' team of a certain sport do you feel that boys should be able to compete for positions on the girls' team? YES ☐ NO ☐

(c) In schools where there are both girls' and boys interscholastic teams of a certain sport -

(i) do you feel that girls should be allowed to compete for positions on the boys' team? YES ☐ NO ☐

(ii) do you feel that boys should be allowed to compete for positions on the girls' team? YES ☐ NO ☐

Please elaborate.

____

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3. Do you feel that boys and girls in your school have equal opportunity to participate in athletic activities? (consideration should be given to such factors as scheduling of time, equipment, facilities, etc.) YES ☐ NO ☐

If not, please explain.

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APPENDIX 8

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

Junior Level

Do girls and boys enjoy equal opportunity in sports at the junior level in Ottawa Board of Education schools? To answer this question, a survey was carried out in all schools with a junior level program (grades 4 to 6). This section of the report presents responses to questions pertaining to the number and sex of teachers and pupils in the schools, to sports budgets, to interschool and intramural sports and coaches, and to opinions related to equality and opportunity in sports for boys and girls.

At the elementary school level the city wide sports are organized by the Ottawa Board of Education Elementary School Athletic Association. The organization stresses participation for all and no school team may be entered in any sport unless there has been a house league in that sport. A total of 51 schools completed questionnaires, although not all answered every question, since some items were not applicable to all schools. In this report, the number of schools reporting is always indicated.

A. Descriptive Data

Table 1 shows the number of junior level teachers and pupils of both sexes. It may be seen that there are more than twice as many female as male teachers at the junior level. It was also possible to determine from the questionnaires that, of the 51 schools reporting, four had only male teachers at the junior level while eight had only female teachers at that level.

TABLE 1

NUMBER OF JUNIOR LEVEL TEACHERS AND PUPILS IN OTTAWA SCHOOLS

	Number	Per cent
Junior Level Male Teachers	82.5	32
Junior Level Female Teachers	174.0	68
Junior Level Male Pupils	2384	51
Junior Level Female Pupils	2363	49

B. Intramural Program

Schools were asked two questions concerning their intramural athletics program. One item required them to list all the intramural sports in their school, the number of students participating in each, the number of weeks during which the sport was played and the number of hours per week devoted to it. Although at the interschool level track and field and cross country are not coeducational sports, at the intramural level these individual activities, like most other sports, are coeducational. Eleven sports were found to be included in the intramural program of five or more schools at the junior level, while a wide variety of other activities were offered at one or two schools. Each of the sports in the latter group involved less than five per cent of the junior level population and included such activities as broomball, jogging, ringette, dodgeball, German ball and deck tennis. Table 2 summarizes the information obtained about those coeducational intramural sports which involve more than five per cent of the population at the junior level.

TABLE 2

OTTAWA JUNIOR LEVEL COEDUCATIONAL INTRAMURAL SPORTS

Sport	No. of schools	No. of boys	No. of girls	Mean no. of weeks	Mean hrs. per week
Soccer	43	1680	891	7.1	2.5
Volleyball	38	1159	992	6.8	2.2
Floor Hockey	33	1359	775	8.5	2.4
Softball	26	769	446	5.7	2.3
Captain Basketball	19	451	444	5.5	2.2
Three Pitch	14	401	309	5.1	1.9
Track and Field	17	367	327	4.9	3.6
Basketball	11	314	198	6.8	1.5
Cross Country	8	156	104	4.3	2.7
Gymnastics	5	130	168	13.0	3.6
Hockey	5	173	15	11.6	1.7

Table 3 shows the percentage of boys and girls taking part in those eleven coeducational intramural sports which involve at least five per cent of the junior level population.

TABLE 3

PERCENTAGE OF OTTAWA JUNIOR LEVEL BOYS AND GIRLS PARTICIPATING IN ELEVEN INTRAMURAL SPORTS

	Per cent participating	
Sport	Boys	Girls
Soccer	70	38
Volleyball	49	42
Floor Hockey	57	33
Softball	32	19
Captain Basketball	19	19
Three Pitch	17	13
Track and Field	15	14
Basketball	13	8
Cross Country	6	4
Gymnastics	6	7
Hockey	7	1
Total number of students	2384	2363

Tables 2 and 3 show that, for both boys and girls, volleyball, soccer and floor hockey are the most popular sports. At the junior level about 70 per cent of boys participate in soccer, over 55 per cent in floor hockey and nearly half in volleyball. A smaller proportion of girls participate in these three sports: 38 per cent in soccer, about a third in floor hockey and just over 40 per cent in volleyball. Of the sports where more than five per cent of the student body participate, only gymnastics attracts more girls than boys. Since almost all sports at this level are coeducational, in most cases girls and boys enjoy the same number of weeks and hours per week of practice and competition for a given sport.

Table 4 provides details concerning participation in separate boys' and girls' intramural teams at the junior level. Apart from floor hockey where about 14 per cent of junior boys play on boys' teams, only a small fraction of the total number of boys and girls take part in separate teams at this level. The number of schools with separate teams is also small compared with the number with combined teams in the sports listed in Table 3.

TABLE 4

PARTICIPATION IN OTTAWA JUNIOR LEVEL INTRAMURAL BOYS' AND GIRLS' TEAMS

Sport	No. of schools	No. of students	Mean no. of weeks	Mean hrs. per week	Per cent of boys or girls
Boys' Teams					
Floor Hockey	7	331	6.6	2.1	14
Softball	2	95	5.5	3.5	4
Track and Field	2	35	2.5	1.5	2
Cross Country	1	35	2.0	1.5	2
Soccer	1	20	5.0	3.0	1
Girls' Teams					
Three Pitch	3	135	5.0	2.8	6
Captain Basketball	3	100	11.0	2.0	4
Floor Hockey	2	68	6.5	1.5	3
Team Handball	1	44	8.0	2.0	2
Track and Field	1	14	3.0	1.5	1
Cross Country	1	12	2.0	1.5	1

In response to a question about factors which might limit participation in intramural sports, no more than ten schools indicated that student participation was limited by a lack of one or more of the items listed (students, coaches, facilities, equipment or other). From eight to ten schools mentioned a need for more coaches, facilities or students, and there did not seem to be evidence of situations which discriminated between boys and girls. Small schools tended to describe the problem of dealing both with a small number of students and with overworked teachers as being difficulties in trying to organize a good intramural sports program.

C. Interschool Program

All ten interschool sports at the junior level are coeducational with the exception of cross country and track and field; in these sports there are separate boys' and girls' teams which run the same distances but compete separately. None of the schools participated in all ten interschool sports and some of the smaller schools had no interschool team in any sport. As may be seen in Tables 5 and 6, the highest number of schools and pupils participating was found in the individual sport of track and field, where 45 schools entered teams which included nearly 25 per cent of all junior level boys and over 20 per cent of all junior level girls. Cross country, the other individual sport, was the next most popular interschool activity, while soccer and volleyball were the most widely played interschool team sports.

TABLE 5

INTERSCHOOL ATHLETICS IN OTTAWA BOARD JUNIOR LEVEL SCHOOLS

Sport	No. of Schools	Mean hours per week		No. of students	
		Practice	Competition	Boys	Girls
Track & Field (boys)	45	15.6	4.6	591	---
Track & Field (girls)	45	15.2	4.4	---	504
Cross Country (boys)	26	13.4	2.1	444	---
Cross Country (girls)	26	13.8	2.2	---	316
Soccer	26	6.9	4.2	368	103
Volleyball	25	6.7	3.8	294	223
Floor Hockey	15	7.2	2.9	185	49
Captain Basketball	14	6.7	3.0	92	177
Softball	9	15.2	5.2	247	120
Three Pitch	5	3.6	5.2	46	53

TABLE 6

MEAN PER CENT OF OTTAWA JUNIOR LEVEL PUPILS PARTICIPATING IN INTERSCHOOL SPORTS

Sport	Per cent participating	
	Boys	Girls
Track and Field (boys)	25	--
Track and Field (girls)	--	21
Cross Country (boys)	18	--
Cross country (girls)	--	13
Soccer*	15	4
Volleyball*	12	9
Floor Hockey*	8	2
Captain Basketball*	4	8
Softball*	10	5
Three Pitch*	2	2
Total number of students	2384	2363

* coeducational sports

For track and field and cross country, the two sports where separate teams exist, no significant difference was found between the mean number of hours of either practice or competition for boys and girls. However, a difference can be seen between the per cent participation for boys and girls on the coed teams; more boys than girls are on the interschool teams for all sports except captain basketball and three pitch, although there are approximately equal numbers of boys and girls at these grade levels. The fact that participation of boys and girls in track and field and cross country is higher than in the team sports is probably due to the nature of the activity rather than to the fact that boys and girls do not compete against each other in the individual sports.

It may be seen from Table 7 that there are more male than female coaches for six of the ten sports listed, even though more than two thirds of the teachers at the junior level are women. There are more men than women who coach the girls' cross country teams and about equal numbers of male and female teachers who coach the girls' track and field. Captain basketball and three pitch, the two coeducational sports which involve more girls than boys, both have more female than male coaches. Female coaches also outnumber male coaches in volleyball, where boys outnumber girls. Only rarely do women coach floor hockey, soccer and softball. For interschool sports, as listed in Table 7, the total number of male coaches is greater than the number of female coaches. It also was found that in the four schools where there were only male teachers at the junior level, the students took part in six interschool sports on the average. On the other hand, in eight schools where there were only female teachers, the average number of interschool sports was only three. Information is not at present available as to the relationship between these factors in the remaining schools.

TABLE 7

EXPERIENCE OF OTTAWA JUNIOR LEVEL COACHES

	M experienced		Total	F experienced		Total	Total
Sport	Yes	No	males	Yes	No	females	coaches
Cross Country (boys)	12	10	22	6	4	10	32
Cross Country (girls)	10	9	19	8	5	13	32
Soccer	20	6	26	6	-	6	32
Floor Hockey	12	6	18	-	1	1	19
Captain Basketball	5	-	5	5	5	10	15
Volleyball	9	4	13	12	8	20	33
Track & Field (boys)	23	16	39	15	17	32	71
Track & Field (girls)	20	15	35	12	24	36	71
Softball	14	3	17	2	2	4	21
Three Pitch	-	3	3	3	1	4	7

There are more experienced male coaches than female coaches, as may also be seen in Table 7. However, the ratio of experienced to non-experienced male coaches is not much higher than that of experienced to non-experienced female coaches. Over the ten interschool athletic activities, 62 per cent of the male coaches are experienced as compared to 54 per cent of the female coaches. Thus, fewer female teachers coach but of those who do almost as high a proportion are experienced.

For all sports, the coaches of both sexes were mostly teachers at the junior level, although some of the coaching of junior level teams was done by teachers from the primary or intermediate divisions or by the principal, vice-principal or special education teacher. All coaches are volunteers; they tend to choose a sport that they like and are probably not greatly influenced by the sex of the players.

Most schools responded that their participation in interschool sports was not limited in any way by a lack of students, coaches, facilities or equipment. Explanations for some cases of limited or nonexistent participation included small enrolments, lack of teachers and a teacher workload that did not allow time to devote to sports activities. Three schools mentioned that they needed teachers with more experience in sports. The facilities or equipment needed by a few schools were not such as would be required by boys or girls specifically, but rather items such as a new gymnasium or playing field. One respondent noted that competition between large and small schools was unfair. Eleven schools mentioned that although their participation in interschool sports was not limited they thought that the program at this level did not provide many benefits, or, as one respondent said, "it's more trouble than it's worth".

D. Finances

Schools were asked three questions pertaining to sports and money. Itemized budgets for physical education equipment and supplies were requested for the 1981-82 and 1982-83 school years. Respondents were also asked to describe any fund raising activities that could be linked to their schools' athletic activities at the junior level.

For the 1981-82 school year, the physical education and sports budgets of the 51 schools ranged from zero to over $3000, with a median of $695 for the 35 schools which had such a budget. For 1982-83 the median budget was $600 for the 34 schools reporting. The fact that a third of the schools did not report physical education and sports budgets can be explained partly by the fact that not all schools need to purchase equipment and supplies every year. No evidence of discriminatory practices in the purchase of supplies and equipment for boys' and girls' sports could be detected from the few itemized lists that were received.

All schools answered the question about extra fund raising activities. Thirty-four schools, or about two thirds of the schools, said that there was no extra fund raising at their school for athletic activities. For the seventeen schools where a description of fund raising activities was given, items purchased and activites planned were for both girls and boys, e.g. basketballs, team shirts, fitness circuit, winter carnival. No evidence of discrimination was found.

L. Equality of Opportunity

Schools were asked if boys and girls were allowed to play on teams of the opposite sex and to give their schools' policy concerning this situation. Of the 51 schools responding, 49 (or 96 per cent) simply answered yes and noted that all sports at this level were coeducational. The two schools that said no indicated that only the teams for captain basketball (for the girls) and floor hockey (for the boys) were made up by separating boys and girls. In both cases it was added that if a boy or girl wanted to play on a team of the opposite sex the principal would not forbid it and that teams were essentially formed according to ability.

Responses from all schools were in the affirmative to the question about whether boys and girls had equal opportunity to participate in athletic activities in the school. The reason given most often for saying this was that all sports in their respective schools at the junior level are coeducational.

There seems to have been some confusion regarding the question which asked whether participation of boys and girls in sports were equal. A total of 33 schools answered yes to this question, although Tables 3 and 4 show clearly that in most schools and almost every sport participation of boys is higher than that of girls. It is possible that participation was equated with opportunity in the replies to this question. Three schools responded that there was equal participation because they organized it so that there were equal numbers of boys and girls on all junior level coeducational teams. The schools that indicated that participation was not equal did not suggest any explanation apart from saying that the situation was a reflection of our society and not of the school's policy. All schools indicated that they promoted equal participation in athletic activities, but that many girls still felt less capable than boys when it came to sports.

In response to a question about any major changes expected in the 1982-83 school year, a total of 43 schools indicated that they did not anticipate any major difference in their athletic activities. Most schools which answered in the affirmative said they would be getting new facilities or equipment or just changing sports for the sake of change. One school planned to offer more sports for girls only, for instance three pitch, in order to get more girls to participate.

In summarizing the data and comments collected from the questionnaire concerning the junior level sports, there appears to be equal opportunity for boys and girls to participate in sports. The number of sports offered to boys and girls is equal as is the variety of sports and the length of time for each sport. Both boys and girls are adversely affected in schools where there are small enrolments and a limited number of teachers. There does appear to be a difference in participation in specific sports, for example in those traditionally associated with girls or boys, such as floor hockey or captain basketball.

OTTAWA BOARD OF EDUCATION ATHLETIC SURVEY

Intermediate Level

A total of 18 Ottawa Board schools include pupils at the grades 7 and 8 levels. Responses to the Athletic Survey received from sixteen of these schools are described in the following report. One school has not been included in the tabulations, since it does not have enough students and facilities for a full sports program at the intermediate level; this school draws students from all over the city and its students are able to compete only in cross country and track and field. No questionnaire was received from a second school, while another completed only a preliminary draft of the questionnaire which did not include all the items on the final version.

An attempt was made to clarify all incomplete or contradictory responses before the final tabulation. Some confusion may have existed as to which school year was to be described in the questionnaire, but it is unlikely that a few inaccuracies in this respect would have seriously affected the overall results. The definition of coeducational teams may also have caused some problems; a decision was made that teams, such as track and field, cross country or gymnastics, where boys and girls may train together but compete in separate categories would not be called coeducational. Results of the survey are discussed under the general headings of Descriptive Data, Instructional Program, Intramural Program, Interschool Program, Finances, Facilities/Equipment, and Equality of Opportunity.

A. Descriptive Data

Table 1 shows the numbers of teachers and students at the intermediate schools, by sex; decimals are used to indicate part-time teachers, for instance 0.5 for half time. It will be seen that there are about twice as many female as male teachers in these schools overall, but about equal numbers of both at the grade 7 and 8 levels. Male physical education teachers outnumber female ones in the ratio of three to two, and it might also be added that only two schools do not have a male physical education teacher, while seven schools do not have a female one. It will also be seen that about four times as many men as women teachers who are not physical education teachers volunteer to assist with the sports program at these schools.

TABLE 1

NUMBER OF TEACHERS AND STUDENTS
AT 16 OTTAWA BOARD INTLRMEDIATE SCHOOLS

	Number of	
	Males	Females
TEACHERS:		
Total number in the schools	149.6	280.7
Number at the grade 7 and 8 level	108.6	110.8
Number of physical education teachers	15.3	9.8
Number of others involved in the sports programs	21.0	5.0
STUDENTS	1747	1729

B. Instructional Program

One item on the survey pertained to the physical education instructional program and asked whether there were any differences between the programs for the boys and girls at the grades 7 and 8 levels. Thirteen schools replied that there was no difference, while three noted that a difference existed. Two cases involved football; in one, girls played dodgeball while boys played football and in the other, girls played soccer instead of football. The third school to mention a difference noted that girls were taught modern dance while there was floor hockey for boys.

C. Intramural Program

Schools reported in some detail on their intramural program, both those sports coached by physical education teachers and those coached by other teachers. One question asked for a list of all intramural teams, the duration of the season for that sport, time devoted each week to practices and competition, and whether teams were for boys or girls, together or separately. Another question asked for the number of teams and participants in coeducational intramural teams and in those for boys and girls separately.

Six sports are part of the Ottawa Board's interschool athletic program for the grade 7 and 8 level; for a school to enter a team in an interschool league, in all sports except for cross country and track and field, it is a necessary condition that there be a house league or intramural program in that sport at the school. The majority of schools have an intramural program in the six sports on the interschool list. In addition, a wide variety of other athletic activities are offered as part of the intramural program at intermediate schools. It was found that programs in floor hockey existed in nine and softball in five of the intermediate schools; a total of 15 other activities, including among others gymnastics, badminton, skiing, skating, broomball, table tennis, dodgeball and modern dance, were offered in the intramural program at from one to four schools. Table 2 shows the total number of grade 7 and 8 girls and boys taking part in the eight most popular intramural sports: the six on the interschool list (volleyball, basketball, soccer, touch football, track and field and cross country) plus floor hockey and softball. This table also shows the percentage of the male and female population at these grade levels that these figures represent. Sports shown in this table are arranged in order of the total number of participants. It will be seen that volleyball was the most widely practised sport, with at least 95 per cent reported participation by both sexes. Close to 60 per cent of all students took part in intramural soccer and basketball, while about a third played football and floor hockey and a quarter were involved in track and field and softball.

The last column of Table 2 shows that about equal proportions of boys and girls took part in volleyball, track and field and soccer, while slightly fewer girls than boys were involved in basketball, softball and cross country. About three quarters as many girls as boys played floor hockey, while only a third as many played touch football. The ratios shown in this column would have been one point higher in each case if percentage participation had been used instead of the actual numbers of boys and girls.

TABLE 2

PROPORTION OF GRADE 7 AND 8 STUDENTS INVOLVED IN EIGHT SPORTS OF THE OTTAWA BOARD INTRAMURAL PROGRAM

Sport	Boys		Girls		Total		No. girls/ No. boys
	N	% of pop.	N	% of pop.	N	% of pop.	
Volleyball*	1689	97	1640	95	3329	96	0.97
Basketball*	1142	65	956	55	2098	60	0.84
Soccer*	999	57	1038	60	2037	59	1.04
Touch Football*	904	52	328	19	1232	35	0.36
Floor Hockey	687	39	502	29	1189	34	0.73
Track and Field#	435	25	429	25	864	25	0.99
Softball	428	24	376	22	804	23	0.88
Cross Country#	247	14	200	12	444	13	0.81

* Team sports in the interschool program.

# Individual sports in the interschool program.

Table 3 shows the number of schools, teams and students taking part in the eight most popular intramural sports at the intermediate level. The numbers of schools with male or female coaches for the various types of team are also indicated. It has already been mentioned that there are more male than female physical education teachers, and also more male than female teachers outside the physical education department, who volunteer to coach teams. This table provides further information about the predominance of males in the coaching field, even as coaches of girls' teams. The number of coaches in these sports who are not physical education teachers is very small and no firm conclusions can be drawn from the available data.

TABLE 3

NUMBER OF SCHOOLS, TEAMS AND STUDENTS IN OTTAWA BOARD INTRAMURAL SPORTS PROGRAM

Sport	Type of Team	Number of				No. of schools Sex of coaches			
		Schools	Teams	Students M	Students F	M	F	Both	*
Volleyball	Boys	12	106	988		9	1	0	2
	Girls	12	105		939	7	3	0	2
	Coed	9	64	701	701	6	1	2	0
Basketball	Boys	13	125	1048		10	1	0	2
	Girls	13	108		883	8	3	0	2
	Coed	4	26	94	73	1	2	1	1
Soccer	Boys	13	82	909		9	2	0	2
	Girls	15	88		991	9	4	0	2
	Coed	2	9	90	47	1	1	0	0
Touch Football	Boys	10	82	746		9	0	0	1
	Girls	5	29		276	2	2	0	1
	Coed	3	14	158	52	3	0	0	1
Floor Hockey	Boys	9	69	687		7	1	0	1
	Girls	7	53		502	4	2	0	1
Track & Field	Boys	13	NA	435		5	2	0	6
	Girls	13	NA		429	5	2	0	6
Softball	Coed	5	39	428	376	2	0	2	1
Cross Country	Boys	14	NA	247		5	2	0	7
	Girls	14	NA		200	5	2	0	7

* Sex of coach unknown; in some cases the data were reported in such a way that it was not possible to determine the sex of the coach of a specific team.

Table 4 shows the percentage participation in eight intramural sports based on those schools having teams in that sport. It will be seen that between 60 and 70 per cent of both boys and girls took part in soccer, volleyball and basketball at schools offering separate teams for these sports. For volleyball and basketball, participation in coeducational teams was lower than for separate teams, but the per cents of boys and of girls participating in coeducational teams were nearly equal. Percentage participation of girls in soccer and touch football was lower where there were coeducational teams than in those schools with separate teams; in both cases, participation of girls was less than that of boys on the coeducational teams. For floor hockey (separate teams) and softball (coeducational teams) a slightly higher proportion of boys than of girls took part. Track and field had participation rates of about 30 per cent for both boys and girls, while those for cross country were close to 15 per cent.

TABLE 4

BOYS AND GIRLS IN EIGHT INTRAMURAL SPORTS AS A PER CENT OF THE POPULATION OF THOSE OTTAWA SCHOOLS WITH A PROGRAM IN THAT SPORT

	Separately				Coeducational			
	Boys		Girls		Boys		Girls	
Sport	No. sch.	% part.	No. sch.	% part.	No. sch.	% part.	No. sch.	% part
Volleyball	12	65	12	63	9	40	9	41
Basketball	13	64	13	68	4	39	4	32
Soccer	13	65	15	64	2	100	2	48
Touch Football	10	62	5	42	3	49	3	17
Floor Hockey	9	61	7	56	-	--	-	--
Track and Field	13	30	13	32	-	--	-	--
Softball	-	--	-	--	5	61	5	55
Cross Country	14	17	14	14	-	--	-	--

Volleyball was the only sport where it was possible to examine participation in schools where both coeducational and separate teams were available. For these five schools, the differences in participation rates between boys and girls were small, but about 50 per cent of both sexes took part in the separate intramural leagues, while only about 20 per cent of each played in the coeducational league.

Table 5 shows the mean number of hours per week and the mean number of weeks in the season for the same eight intramural sports. No clear pattern emerges from these data. There was some reason to suspect that the information was not presented consistently from school to school. Moreover, the number of hours per week depends to some extent on the number of teams involved. It was also noted that the range of both variables tended to be rather large.

TABLE 5

MEAN NUMBER OF WEEKS AND MEAN HOURS PER WEEK FOR BOYS, GIRLS AND COEDUCATIONAL TEAMS FOR EIGHT SPORTS IN OTTAWA BOARD INTRAMURAL PROGRAM

		Boys		Girls		Coed	
Sport		No.of weeks	Hrs/ week	No.of weeks	Hrs/ week	No.of weeks	Hrs/ week
Volleyball	Mean	7.7	6.1	7.7	6.1	7.2	4.2
	No. of sch.	11	10	11	10	8	8
Basketball	Mean	7.9	5.9	7.9	5.9	4.5	3.6
	No. of sch.	12	11	12	11	4	4
Soccer	Mean	6.3	4.9	7.1	4.4	5.5	2.6
	No. of sch.	13	12	14	13	2	2
Touch Football	Mean	5.3	4.7	6.9	4.3	6.2	1.2
	No. of sch.	9	8	4	3	3	3
Floor Hockey	Mean	4.3	3.7	4.4	3.9		
	No. of sch.	9	8	7	7		
Track & Field	Mean	6.6	6.0	6.6	6.0		
	No. of sch.	7	6	7	6		
Softball	Mean					3.6	3.5
	No. of sch.					5	5
Cross Country	Mean	5.[illegible]	4.4	5.6	4.4		
	No. of sch.	8	6	8	6		

School size clearly has a bearing on what sports activities are offered and on whether the school is able to have both male and female physical education teachers. The intermediate schools were categorized as small (40 to 125 pupils), medium (140 to 260 pupils) and large (275 to 450 pupils); five schools were in each of the small and large categories and six in the middle group. Table 6 shows the number of small, medium and large schools which have male or female physical education teachers or both. It will be seen that four of the five large schools but only one of the five small schools had both male and female physical education teachers. It might also be noted that both schools with only female teachers were small.

TABLE 6

SEX OF PHYSICAL EDUCATION TEACHERS AT SMALL, MEDIUM AND LARGE OTTAWA INTERMEDIATE SCHOOLS

Physical education teachers	Number of schools		
	Small	Medium	Large
Male only	2	4	1
Female only	2	0	0
Both male and female	1	2	4

An examination was made of the opportunities for girls and boys to play on an intramural team (either separately or together) in the eight sports discussed so far. Table 7 shows the number of schools in each size category where boys', girls' and coeducational intramural teams were available. It may be seen that there is a tendency for fewer small schools than large ones to have separate teams for boys and girls, while more small schools have coeducational teams.

TABLE 7

NUMBER OF OTTAWA INTERMEDIATE SCHOOLS
WHERE EIGHT INTRAMURAL SPORTS ARE AVAILABLE

Sport		Number of schools where sport available		
		Small (N=5)	Medium (N=6)	Large (N=5)
Volleyball	Boys	2	5	5
	Girls	2	5	5
	Coed	4	5	0
Basketball	Boys	3	5	5
	Girls	3	5	5
	Coed	2	2	0
Soccer	Boys	3	5	5
	Girls	4	6	5
	Coed	1	0	1
Touch Football	Boys	2	4	4
	Girls	1	1	3
	Coed	1	1	1
Floor Hockey	Boys	3	2	4
	Girls	2	1	4
Track and Field	Boys	4	4	5
	Girls	4	4	5
Softball	Coed	1	1	3
Cross Country	Boys	4	5	5
	Girls	4	5	5

D. Interschool Program

Information about participation in six sports at the interschool level is given in Table 8. For each sport, the number of schools, boys and girls participating is shown. In four sports (basketball, volleyball, track and field, cross country) all schools which had a boys' interschool team also had a girls' team. Although girls did not have an opportunity to play touch football at the interschool level in the

1981-82 school year, it is expected that a girls' touch football league will be established in 1983-84. In two schools which had boys' touch football teams, there were soccer teams for girls but not for boys. In two other schools, both small, there were three interschool teams for boys in these two sports, but none at all for girls.

TABLE 8

NUMBER OF SCHOOLS AND STUDENTS IN OTTAWA BOARD
INTERSCHOOL SPORTS PROGRAM

	Number of		
Sport	Schools	Boys	Girls
Volleyball	16	194	195
Basketball	15	172	171
Soccer	14	207	211
Touch Football	11	153	1*
Track and Field	16	474	443
Cross Country	15	237	195

* One girl played on a boys' team for her school.

The largest total number of participants was in track and field, where the size of the team entered is not limited. In track and field and cross country, there were somewhat more male that female participants. For the other sports (soccer, basketball, and volleyball) the numbers of girls and boys were almost identical, presumably because of the limitations on team size and the fact that the same schools were involved.

E. Finances

Two items on the survey asked about financial matters related to the athletics programs at the schools. The first asked respondents to write in the amount of the school sports equipment budget and then to break this amount down into amounts spent for girls only, for boys only and for coeducational sports. In all cases, the total budget was allocated for coeducational sports. The stated budgets ranged from $332 to $1800, with a median of about $775.

A second question asked whether additional funds were collected for sports activities at the schools. Respondents were evenly divided between yes and no groups in answering this question, but in all cases where extra money was raised through students' councils, parents' associations, etc. it was noted that it was allocated equally to both girls' and boys' teams for equipment such as team sweaters.

F. Facilities and Equipment

Responses to a question about dressing rooms and showers indicated that there were no differences in the availability of these facilities for boys and girls at the intermediate schools. A total of 11 of the 16 schools had both boys' and girls' dressing rooms, while 10 schools had shower facilities for each sex.

Only one school responded negatively to the question "Can you ensure equal opportunity in sports with the sports facilities that you have in your school?" The response indicated that at that school there was an unsatisfactory change room situation, no showers and an inadequate exercise room. When asked whether more sports equipment would be needed in order to ensure equal opportunity in sports, two schools responded in the affirmative; one did not give further explanation, while the other said "We need more sports equipment PERIOD!"

G. Equality of Opportunity

In spite of the few indications noted above that lack of facilities or equipment made it difficult to provide equal opportunities for girls and boys in the sports programs, all schools replied that boys and girls did indeed enjoy equal opportunity in regards to sports activities in the intermediate schools.

Another question asked about the possibility of a boy playing on a girls' team or vice versa. It was noted by a few schools that this item referred to intramurals only, since Athletic Association rules do not permit it at the interschool level of competition. When asked if a girl could play on a boys' team, ten schools said yes, three said not applicable, two did not respond and one said no; the negative response was qualified by the explanation "Touch football only sport in which boys only allowed. Girls' support not strong enough for a girls' league." Eight schools responded that a boy could play on a girls' team, while four schools said not applicable, two did not respond and two said no. In one case the negative response was accompanied by the statement "Although he can, if he wishes, this situation is not practical for some reasons"; in the other case of a negative answer, it was added that sports are coeducational. The overall impression gained from the responses to these questions was that sports were generally coeducational and that, for the most part, the situation had not occurred.

OTTAWA BOARD OF EDUCATION ATHLETICS SURVEY

Secondary Level

INTRODUCTION

In mid January 1983 the Superintendent of Academic Affairs distributed to the principals of all secondary schools a set of questionnaires designed to collect information on the equality of the sexes in athletics. There were two short questionnaires, one for principals and one for each of over 450 volunteer coaches of high school interscholastic teams. In addition, heads of physical education, with the assistance of their departmental staff, were asked to complete documents related to the instructional program of the school and to both intramural and interscholastic sports.

The committee which had prepared these questionnaires and those for the elementary school was chaired by the Superintendent of Academic Affairs and included the consultants for physical education, for women's studies and for interscholastic sports, as well as representatives of the Research Centre staff. The questionnaires were revised several times and tried out in one or two schools before the final version was prepared.

Responses were received from 23 secondary schools, including 15 English academic schools, five French academic schools and three special vocational schools. Table 1 gives details concerning the number of male and female teachers and students, as well as the number of students enrolled in physical education, the number of coaches of athletics, and the number of physical education teachers, both full- and part-time.

TABLE 1

MALE AND FEMALE TEACHERS, COACHES AND STUDENTS
AT 23 OTTAWA SECONDARY SCHOOLS

	No.of males	No.of females
No. of teachers	963	468
No. of full-time physical education teachers	43	29
No. of part-time physical education teachers	20	12
No. of coaches responding	379	110
No. of students in grades 9 to 12	10 897	9 558
No. of students enrolled in physical education	6 500	4 725

Responses from the school staff were returned promptly to the Research Centre, whose staff has been involved in the tabulation and organization of the data, as well as the writing of this report during a period of about eight days. The other members of the original committee have been available for consultation during the period and have offered useful advice and information, although they have not been directly responsible for the content of the report.

The remainder of this report is divided into three sections: one on the Instructional Program, one on Intramural Sports, and one on Interscholastic Activities. The questionnaires provided much useful information, some of which may be valuable to the consultants or other senior staff members. It may be possible to analyze the data in additional ways, in order to answer specific questions, but it is also possible that the responses to this survey may raise additional questions which cannot be answered with the information available.

INSTRUCTIONAL PROGRAM

The questionnaire on the high school instructional program dealt with the 1981-82 school year and was generally answered by the head of physical education in the school. The questionnaire asked for enrolment data by sex for each physical education class and for the sex of the teacher. In addition, details were obtained concerning the activities included in the program at each grade level, including whether these activities were coeducational or not, and how many hours were devoted to each. Questions were also asked about the physical education budget and about differences in facilities and equipment used for boys' and girls' programs.

One item on the survey for secondary school physical education heads asked whether all electives were open to students of both sexes. Six schools did not answer yes or no to this question; three of these six added a comment to the effect that there were no electives in their schools' physical education program. Another school checked yes and said they had no electives. Twelve other schools also responded in the affirmative, and only three of them gave comments:

- special programs are open to students of both sexes
- with permission of the head of physical education in some cases
- certain options are not offered as coed but are offered to both sexes.

Five schools marked no and four of these gave an explanation for their response. Three of the four gave examples of activities which were not offered to both sexes, in each case citing wrestling as an activity which was not available for girls, while in the fourth case timetabling was given as the reason for the differences.

Another question asked whether enrolment in physical education courses could be increased by offering different activities. Two heads offered contradictory suggestions for increasing the enrolment of girls: one recommended giving them the option of coeducational physical education while the other suggested that they should not be required to do everything the boys did. A further suggestion was to offer coeducational leadership courses at the senior level particularly to attract the top academic students. Two other respondents suggested activities such as skiing or swimming which would take place away from the school, but one of them added that they did not have enough facilities to accommodate their existing program. Still another respondent believed that replacing the fitness and health programs with games would increase enrolment, but he did not feel that this should be done.

Respondents were also asked to describe any differences in the facilities or equipment used for the boys' and girls' instructional programs. Ten of the 21 schools responding to this question indicated that there were no differences; two atypical schools added comments, one stating that there were very few girls in the school, the other that their facilities were overloaded and use was determined by the activity without consideration of the sex of the participants. A few general comments about differences in facilities were given: one respondent stated that the girls had individual shower stalls while the boys did not, and another said the boys and girls used the same rooms but different equipment. The difference mentioned most often (by a total of six schools) was in the area of gymnastics, where different equipment for boys and girls is likely a reflection of the different kinds of activity in this field carried on by males and females at all levels. In several cases the differences in equipment were the result of program differences: activities cited as for boys only included rugby, wrestling, rugger, pole-vaulting and lacrosse, while those for girls included field hockey, dance and trampoline activities. In several cases, girls' preferences were given as the reason for the differences in program: girls prefer paddleball to basketball and ringette to hockey. A few other specifics were noted, including the girls' preference for a lighter soccer ball and an under-inflated football for their smaller hands.

Heads of physical education were also asked for information about their 1982 budget for supplies and equipment, broken down into the amount spent for the use of boys only, the use of girls only and joint use. Table 2 summarizes the information given. Not all schools responded to this question, particularly to the part about supplies and equipment for use by one sex only. It may also be seen in this table that the range was rather large. The amount spent on supplies and equipment for boys was often very different from that for girls, possibly because a large expenditure in one column represented a purchase to be used over several years, while a corresponding expenditure for the other sex might have taken place a year or two earlier and not be reported here. The number of schools involved is so small that generalizations from one year's data are difficult. One school replied simply "all equal".

TABLE 2

1982 BUDGET FOR PHYSICAL EDUCATION INSTRUCTIONAL PROGRAM IN OTTAWA BOARD SECONDARY SCHOOLS

		No. of schools	Mean	Median	Range
Supplies	Joint use	21	$4225	$4300	$1467 to $6200
	Boys only	7	850	700	230 to 1900
	Girls only	6	650	875	0 to 2000
Equipment	Joint use	18	1800	1260	270 to 9000
	Boys only	5	355	250	0 to 1000
	Girls only	4	770	770	0 to 1530

Table 3 shows the total enrolment of boys and girls by grade in the physical education instructional program in 23 Ottawa Board secondary schools. It can be observed that the proportion of the school population enrolled in these classes decreases from over three-quarters in grade 9 to about a third in grade 12. More boys than girls are enrolled at each grade level, the difference in proportion being only about 5 per cent in grade 9 and about 15 per cent in the other grades. In most cases, as might be expected, classes in which boys or girls are taught separately have teachers of the same sex. In combined classes, found mainly in grades 11 to 13 at from six to eight schools, there appear to be slightly more male than female teachers.

TABLE 3

PARTICIPANTS IN PHYSICAL EDUCATION INSTRUCTIONAL PROGRAM IN OTTAWA BOARD SECONDARY SCHOOLS

Grade	Type of class	No. of schools	No. of students	% of pop.	Sex of teachers F	M	Both
9	Girls only	22	1389	76	22	0	0
	Boys only	23	1692	80	0	23	0
	Coed girls	1	2	*	0	1	0
	Coed boys	1	22	1	0	1	0
10	Girls only	22	1166	61	20	0	2
	Boys only	23	1659	75	0	23	0
	Coed girls	1	2	*	0	1	0
	Coed boys	1	25	1	0	1	0
11	Girls only	17	874	39	15	1	1
	Boys only	19	1284	53	0	18	0
	Coed girls	6	283	13	0	2	4
	Coed boys	6	345	14	0	2	4
12	Girls only	16	542	24	13	1	2
	Boys only	17	886	38	0	17	0
	Coed girls	8	365	16	1	3	4
	Coed boys	8	441	19	1	3	4
13	Coed girls	7	102	8	0	7	0
	Coed boys	7	146	8	0	7	0

* less than 1 per cent

One section of the questionnaire asked for information concerning the activities included in the physical education program at each grade level and whether the classes for boys and girls were held separately or together. Table 4 summarizes this information for the activities mentioned by at least five schools It will be seen that coeducational activities are relatively rare in grades 9 and 10, but more common in the two succeeding grades. The table also shows which activities are most common; for example, instruction in three team sports (volleyball, basketball and soccer) is available in 20 or more of the schools, with a considerable increase in the amount of instruction in combined classes by grade 12. Examination of the table will show other differences, both in the amount of participation of boys and girls and in the grade levels where certain activities appear to be emphasized. Additional data from the questionnaires showed that most schools had both male and female physical education teachers and that both groups were involved in instruction in most activities. There are some exceptions, however; for example, it was found that in 19 of the 20 schools offering instruction in dance at the grade 9 level, the teachers involved were female, while instructors in wrestling were, not surprisingly, all male.

In some schools either boys or girls were not exposed to certain of the activities in the instructional program. Table 5 shows the number of cases in which either boys alone or girls alone were exposed to the listed activities at some grade level in more than two schools. Floor hockey, touch football, soccer and gymnastics were offered to boys only in two schools in each case and ringette, handball, passball and football were offered to girls only in two schools. Over 20 other activities were available only to boys or only to girls in one school in each case; examples of these activities were golf, snowshoeing and motorcycle safety for boys, and soccer, golf and yoga for girls.

TABLE 4

INSTRUCTIONAL ACTIVITIES OFFERED AT FIVE OR MORE SCHOOLS TO SEPARATE OR COMBINED CLASSES, BY GRADE LEVEL

Activity	Number of Schools							
	Grade 9		Grade 10		Grade 11		Grade 12	
	Sep.	Coed.	Sep.	Coed.	Sep.	Coed.	Sep.	Coed
Archery	1	0	1	0	8	7	8	10
Badminton	15	5	17	4	10	13	7	15
Ball Hockey	3	1	2	2	1	4	1	2
Basketball	20	1	21	1	15	4	14	5
Borden Ball	3	0	2	0	1	7	-	-
Broomball	4	2	2	3	-	-	2	5
Dance	19	1	14	4	7	12	11	8
Field Hockey	6	0	4	0	4	1	4	1
Fitness	8	3	8	3	8	6	6	8
Floor Hockey	-	-	5	1	1	2	1	3
Football	7	0	8	0	6	0	4	2
Low Organiz. Games	11	1	7	3	7	3	3	4
Golf	-	-	-	-	4	4	7	4
Gymnastics	19	1	20	1	12	6	7	9
Handball	-	-	5	1	4	2	5	3
Health	13	2	12	2	7	8	0	14
Hockey	-	-	2	0	2	1	3	2
Lacrosse	9	1	10	2	8	2	9	1
Orienteering	3	1	2	2	2	2	1	4
Paddleball	3	0	3	1	3	3	-	-
Rugby	2	0	6	0	13	2	8	2
Skiing	-	-	5	1	7	11	3	19
Soccer	18	3	22	1	13	7	10	11
Softball	15	2	14	2	14	4	5	9
Square Dance	-	-	-	-	-	-	0	8
Team Handball	3	0	5	1	6	0	4	2
Tennis	2	0	6	1	11	7	7	13
Touch Football	3	1	4	1	2	2	4	2
Track and Field	16	5	15	5	5	5	2	7
Tumbling	1	1	4	1	-	-	-	-
Volleyball	20	3	18	3	10	14	7	14
Weight Training	1	0	2	2	1	3	1	4
Wrestling	16	0	11	0	2	0	1	0

TABLE 5

INSTRUCTIONAL PROGRAM ACTIVITIES MOST FREQUENTLY GIVEN TO BOYS ONLY OR TO GIRLS ONLY IN OTTAWA SECONDARY SCHOOLS

Activity	No. of schools at gr.				Ave. no. hrs. at gr.			
	9	10	11	12	9	10	11	12
Boys only								
Wrestling	14	8	1	-	7	7	7	-
Rugger	6	5	10	5	6	7	4	6
Handball	3	3	4	4	11	9	7	8
Football	5	4	2	1	8	8	6	3
Lacrosse	4	4	1	1	7	6	8	3
Hockey & ball hockey	4	3	2	2	9	7	9	10
Girls only								
Dance	17	14	11	9	10	10	8	6
Field hockey	3	5	14	3	5	4	4	4
Tennis	1	2	3	-	15	10	8	-
Gymnastics	2	3	2	1	5	5	9	3
Badminton	3	1	-	-	10	7	-	-
Rhythmics	2	2	1	1	6	6	4	4
Lacrosse	2	2	1	-	3	3	3	-

INTRAMURAL PROGRAM

Responses to the questionnaire dealing with intramural sports programs were received from 22 Ottawa Board of Education high schools. The first question asked if intramural sports were being restricted due to a shortage of student interest, supervisors, facilities, equipment, funds or other factors, but a typographical error restricted the number of replies. Over half of the schools that did answer the question indicated that facilities and student interest were factors limiting intramural sports. Few schools reported that supervisors or funds restricted their intramural sports program and four said that other factors limited their intramural sports but did not say what factors. No explanations were added concerning the shortages that were reported.

The schools were asked in another question what activities they felt would be most in demand and which type of student would be most likely to participate if it were possible to extend the intramural sports program. A total of 16 schools responded to this question. All of the schools answered according to their perception of their students' needs and the answers were extremely varied. There were 14 sports mentioned that would be in demand if the intramural sports program were extended, with floor hockey being mentioned the most often (four times). One school said that more team sports were needed, another favoured more individual sports. Two schools said that special coeducational events would be a good idea and one school said that students were passive to suggestions.

A total of 22 schools returned information about their intramural program when asked in a second question to list all scheduled intramural sports, the sex and number of students participating, the number of weeks and average number of hours per week the sports were played. In all, 92 sports and sports related activities were reported. Major sports were considered to be those having 400 or more participants. Some sports have minor sports activities that are related to them. As an example, basketball has eight offshoots for which numbers of participants were reported; foul shoot, turkey shoot, basketelle, penalty shot, 3-lady basketball, "21", hot shots and horse are all related to basketball and the numbers of participants for these sports activities were added to the number of participants in basketball. Baseball, soccer and football also had related activities. A total of 21 low organization ball games were mentioned and these were all grouped under one heading. The 15 novelty events were also grouped together under that heading. Table 6 presents the 15 major sports activities and the number of students on the boys', girls' and coeducational teams.

TABLE 6

BOYS', GIRLS' AND COEDUCATIONAL TEAMS FOR INTRAMURAL SPORTS WITH MORE THAN 400 PARTICIPANTS

Sport	Boys' teams		Girls' teams		Coeducational teams		
	No.of schools	No.of boys	No.of schools	No.of girls	No.of schools	No.of boys	No.of girls
Volleyball	12	697	14	710	19	1189	1110
Low organization ball games	8	1161	12	1007	7	403	303
Basketball*	13	1169	15	748	11	550	297
Badminton	10	443	12	688	19	447	481
Novelty events	4	138	3	163	7	737	602
Baseball*	5	316	8	263	13	511	394
Soccer*	16	773	10	416	2	87	37
Floor hockey	12	809	10	313	--	----	----
Football*	12	756	4	105	4	105	40
Hockey*	8	672	3	82	--	----	----
Team handball	4	201	2	70	5	204	100
Track and field	--	----	--	----	4	315	257
German ball	4	319	5	162	1	36	36
Gymnastics	5	115	6	188	2	120	120
Tennis	6	176	5	128	5	72	72

* includes also related activities

The highest total number of participants was found in volleyball. Low organization ball games and basketball attracted the highest number of participants in the boys' and girls' teams. The most popular coeducational sport at the intramural level was volleyball with 19 schools and 2299 participants. For the boys' and girls' teams overall there are more male than female participants in ten of the 14 major sports. More boys than girls participate in 9 out of 13 coeducational sports presented. There are no coeducational teams in floor hockey and hockey. Track and field at the intramural level is played only coeducationally. Few schools organize football and hockey teams for girls and a small number of girls participate in these sports.

A ratio of participation in intramural sports activities based on enrolment was calculated for all schools. The ratio was calculated by adding the number of participants of one category (for example, the number of boys on boys' only teams in a school) in all intramural sports activities and dividing that number by the total number of students of the corresponding sex in one school. This ratio can be interpreted as the average number of sports in which a student takes part.

The range of ratios of participation from school to school is quite varied (0.1 to 3.3). In other words, some schools encourage more participation in intramural sports than others. A comparison of the boys' teams ratio and the girls' teams ratio at every school shows that at 16 schools the boys' participation is higher than the girls'. For coeducational teams there was little difference between the boys' and girls' separate ratios of participation at all schools.

The third question asked if the schools anticipated making major changes in intramural sports in the 1982-83 school year. There were eight schools that indicated that changes would be made to their intramural sports program. The list of changes was varied: diversifying sports offered at the intramural level, deleting unattended sports, lengthening competition time, introducing full lunch program, starting new leadership course, planning track and swim meets, organizing more coeducational sports, organizing more girls only sports.

A description of how the intramural sports program is coordinated, who the key people are and whether they are male or female was requested in question 4. All schools indicated that the intramual sports program was organized jointly by students and physical education teacher advisors or coordinators, and the number of teachers involved varied from school to school. The coordinators or advisors were all females in six schools and all males in five schools. One male and one female teacher jointly served the intramural sports program in nine schools. The student representatives were of both sexes in all schools but the number of male and female students was rarely given. Only three schools said that equal numbers of female and male student representatives served the intramural program. The students worked at the organization, the publicity, the recording, the refereeing, the coaching, and other aspects of the intramural sports program.

The fifth and last question of the questionnaire dealing witn intramural sports asked if a boy and a girl had been sent to the Couchiching Leadership Conference during the past five years. There were 19 schools that responded to this question; Table 7 shows the results. In all cases where a girl or a boy had not been sent the same reason was given: no suitable candidate had been found for that particular year.

TABLE 7

ATTENDANCE AT COUCHICHING LEADERSHIP CONFERENCE

	1978	1979	1980	1981	1982
No. of boys sent	18	17	16	15	14
No. of girls sent	17	17	18	15	12

INTERSCHOLASTIC ATHLETICS

A questionnaire concerning interscholastic sports was completed for 23 OBE high schools by the heads of physical education departments with the help of their staff. Each school was also sent copies of a questionnaire to be given to coaches of interscholastic teams. The first part of the coaches' questionnaire was used to obtain information necessary for the completion of a table in the interscholastic questionnaire which provided a brief description of each team. Several questions of opinion asked in the interscholastic questionnaire were repeated in the coaches' questionnaire and also in a brief one-page questionnaire for principals.

Table 8 provides an overview of the boys' and girls' interscholastic teams in OBE schools. For each sport the number of schools participating, the total number of players, the total of the number of league games for each team and the approximate number of hours of practice are given for both sexes. Most of the interscholastic competitions are sponsored by the Ottawa High School Athletic Association (OHSAA). Five of the OBE schools, however, compete in another league known as VOCOM (Vocational-Commerce) for some or all of their interscholastic games and meets. Teams in both leagues are included in Table 8.

As indicated in the table, not all sports are played by both sexes. Only the girls have teams in gymnastics, passball and junior volleyball and only the boys in flag football, floor hockey, junior and senior football, hockey, rugger, junior soccer and wrestling. Despite the fact that 20 sports were listed for boys and 15 for girls, there was not a large difference between the numbers of school teams for each sex. On the bottom line in Table 8, it can be seen that there were 195 girls' teams and 221 boys' teams in all. There was a greater difference in the total number of players of each sex with approximately 2700 female team members and 3700 male. The total number of league games played by teams of each sex was 78 for girls and 131 for boys.

TABLE 8

BOYS' AND GIRLS' INTERSCHOLASTIC TEAMS AT OTTAWA SECONDARY SCHOOLS

Sport	No. of schools		No. of players		Number of league games		Number of practice hrs	
	G	B	G	B	G	B	G	B
Basketball, jr.	14	13	197	191	8	8	905	1204
Basketball, sr.	19	21	216	278	10	10	1045	1079
Cross Country	15	15	151	183	4	2	910	405
Curling	8	10	47	54	6	7	150	207
Gymnastics	7	--	94	---	1	-	379	---
Flag Football	--	4	---	74	-	4	---	48
Floor Hockey	--	3	---	67	-	8	---	65
Football, jr.	--	4	---	127	-	6	--	265
Football, sr.	--	9	---	321	-	7	---	900
Hockey	--	8	---	154	-	19	---	234
Passball	3	--	40	---	3	-	28	---
Rugger	--	5	---	124	-	6	---	225
Skiing, alpine	12	12	105	141	2	2	165	165
Skiing, x-c	9	9	52	70	2	2	247	247
Soccer, jr.	--	13	---	222	-	8	---	616
Soccer, sr.	20	18	400	329	7	9	661	634
Swimming	15	14	250	203	2	2	332	352
Tennis	15	16	150	172	4	4	299	299
Track and Field	20	21	491	587	2	2	1102	1137
Volleyball, jr.	15	--	203	---	9	-	921	---
Volleyball, sr.	16	13	195	184	11	12	989	860
Waterpolo	7	8	114	108	7	8	217	230
Wrestling	--	5	---	122	-	5	---	319
Total	195	221	2705	3711	78	131	8350	9491

Records from the OHSAA of its sanctioned competitions and the 1981-82 VUCOM league schedule were used to determine the total number of league games or meets. If these events are divided into three categories as shown in Table 9 it becomes more apparent which activities are responsible for the difference between the number of league games for boys and girls mentioned above. The difference between the total number of games in girls' and boys' competitions can be explained to a large extent by the difference in the number of team competitions offered to one sex only. The total of the number of games for each team involved in the girl-only activities of passball and junior level volleyball is 12. The sports played only by boys, that is, football, floor hockey, rugger, hockey, junior-level soccer and wrestling, had a team-game total of 58.

TABLE 9

TYPES OF INTERSCHOLASTIC COMPETITIONS

Type	Boys	Girls
Number of one-day meets	14	17
Total of number of games for team sports played by only one sex	58	12
Total of number of games for team sports played by both sexes	59	49

It is recognized that these figures are based solely on the competitions held within regular OHSAA and VOCOM league play. They do not include exhibition or championship competitions. The questionnaire did provide space for the number of exhibition games to be entered but these data have not been used since they were judged to be inaccurate in many cases.

Coeducational volleyball is played interscholastically on an invitational basis and is not included in OHSAA activities or the VOCOM league. It appears to be recognized as an interscholastic sport in many schools; it was reported that 78 boys and 80 girls from 12 schools took part in competitions between schools. There were also interscholastic teams for badminton and golf, with boys and girls competing. In badminton 197 boys and 186 girls from 21 schools took part in one competition, while 59 boys and 6 girls competed in golf.

Each school was asked to indicate any factors which were restricting the number of teams entered in interscholastic competitions. The replies are summarized in the table below.

TABLE 10

FACTORS RESTRICTING NUMBER OF INTERSCHOLASTIC TEAMS

Restricting factors	No. of schools answering Yes	No
Shortage of coaches	16	6
Student interest	13	8
Insufficient funding	7	12
Lack of facilities	5	15
Lack of equipment	1	19
Other	3	7

It can be seen that the most frequently cited problem was shortage of coaches, mentioned in 16 schools. Accompanying comments indicated that smaller school staffs, older staff members and no compensation all contributed to the situation. Four schools reported difficulty in finding coaches for wrestling. Respondents from two schools mentioned particular difficulty in finding female coaches, one of them expressing the following concerns:

> We utilize "outside" coaches with teacher supervisors. A major concern is the number of available female coaches on secondary teaching staffs. A second serious concern is the negative attitude held towards physical activity by many female students. If we are seriously trying to improve girls' programs we must address ourselves to the unsatisfactory situation in elementary schools. I believe every elementary school should have a female PE specialist who can be an excellent role model.

The same person made several suggestions for improving the situation:

> Timetable compensation should be given to teacher supervisors. Compulsory PE should be put into practice. In hiring staff (other than PE) serious consideration should be given to their extracurricular involvement and role model potential. Finally, the ideal situation would be to have enough female qualified coaches to coach all the sports in the girls' program. (Jr. girls' soccer would be a viable program if we had the necessary leadership from our teaching staffs.)

In some of the 13 schools where lack of student interest was seen as restricting the number of interscholastic teams, the specific sport being restricted was mentioned. The most frequently named sports were gymnastics in three schools and wrestling and curling in each of two. Comment from one school stated that students can always be motivated if good coaching is available, while in another school the observation was made that the same students become involved in all the sports offered.

Insufficient funding was cited by 7 of the 19 respondents as a factor in restricting participation in interscholastic sports. The costs of transportation and of uniforms were each mentioned in replies from two schools as areas in which funding was a problem. One school said they were prevented from entering tournaments due to lack of funds.

When asked if lack of facilities restricted the interscholastic sports program 5 of the 20 schools responding answered yes. The comments showed that tennis courts and more gymnasium space were felt to be needed in two schools each. Also mentioned were a wrestling mat surface, a pool, an ice surface and improved lighting for the gymnasium.

The responses from three schools indicated that "other" factors were restricting the number of interscholastic teams. In one case this was the training of instructors; in another, more leadership from the teaching staff was necessary, and in the third it was felt that the VOCOM league was limiting in that it offered only certain activities.

When asked if there were any sports or categories of competition not presently offered by the OHSAA which one would like to have added, 10 of the 18 schools responding to the question answered in the affirmative, but some of the sports mentioned are already included now. There was one request for more than one team at the junior level in certain sports such as basketball, and another comment emphasized the importance of junior level competition in maintaining a viable program. In three cases the reply was that resources available would not permit additions. Two replies singled out the problem of finding coaches; the comment was made that "the system does little to encourage teachers to coach any more". One vocational school noted that the OHSAA has been very cooperative in allowing their teams to enter OHSAA competition, in some cases under special rules, such as permitting over-age players to compete.

Fourteen schools responded to the question which asked whether or not more coeducational team competitions should be provided by the OHSAA. Eight schools answered in the affirmative to this question and all named volleyball as the coeducational sport they would like to see added to OHSAA activities. One of these schools also indicated that more competitions would be welcomed in sports of individual performance. In five cases the respondents said they did not want more coeducational activities; three people mentioned the limitation of resources as the reason for their opinion.

In looking at equality of opportunity in athletics, the question of whether or not girls should be allowed to try out for and compete on boys' teams has generated a great deal of discussion. In order to obtain opinions on this topic which could be grouped and counted, four hypothetical situations were presented. These are described in the table below, which also gives the number of yes and no replies and the associated per cents. This table shows that within the group answering this question (who in most cases were probably heads of physical education) there is substantial support for a girl being allowed to play on a boys' team if no girls' team in that sport exists. The majority of the 22 respondents, however, do not support this view. In the other three situations presented in which a player of one sex competes for positions on the team of the opposite sex there was little or no support. The same question was asked of principals and coaches and their replies may be found on page 33 and page 37.

TABLE 11

HEADS' RESPONSES TO QUESTIONS ABOUT BOYS AND GIRLS COMPETING ON TEAMS FOR THE OPPOSITE SEX

Question	Yes		No	
	N	%	N	%
Girls on boys' team, no girls' team	9	41	13	59
Boys on girls' team, no boys' team	2	9	20	91
Girls on boys' team, girls' team exists	2	9	21	91
Boys on girls' team, boys' team exists	0	0	23	100

The comments accompanying this question indicate the main concern is that physical differences between the two sexes could cause injuries to the girls, especially in contact sports. One respondent suggested that girls should have parental permission and proper safety equipment. Another comment was that the four parts of this question should be answered the same way, either all yes or all no. Golf was suggested by another as the one sport in which both sexes could compete for positions on the same team. The argument against having boys compete for girls' teams was expressed in the following statement:

> I have no hesitation in allowing girls to participate in boys' teams. I am sure that if girls' teams allowed boys to participate, due to the larger number of boys that seem to participate in interschool sports, due to an average greater weight and height, and increased musculature, the boys would gradually take over the girls' teams and girls would increasingly not try out for these teams. Girls' sports could end.

Only one of the 22 replies indicated that boys and girls in the school do not have equal opportunity to participate in athletic activities. It was stated by this respondent that there were no restrictions in the school which would prevent girls from trying out for, or participating in, boys' activities but that a greater demand on the part of boys had led to more activities being available for them. Where comments were made about facilities, equipment and time, it was felt that these resources were allocated on the basis of team needs and there are generally more boys' teams. At one school it was stated there are more boys' teams because the availability of male coaches is greater. Another comment was that there is little "compensation" for girls who cannot be involved in hockey, football and rugby.

Comments on various questions showed that providing coaches for the interscholastic teams is often a problem. A relatively small pool of physical education teachers do a substantial part of the coaching. The majority of teams are coached by teachers of other subjects and in a few cases the coaches are from outside the schools. None of the volunteers are compensated by tangible means for their time and efforts. Tables 12, 13 and 14 provide an overview of the coaches for boys', girls' and coeducational interscholastic teams. For every sport, the number of coaches of each sex is shown and there is a count of the number in each category who are physical education teachers, other teachers or volunteers from outside the school. A summary of Tables 12, 13 and 14 is given in Table 15. Here the total number of teams and number of teams coached by physical education teachers, other teachers or volunteers from outside the school are given.

TABLE 12

COACHES OF INTERSCHOLASTIC BOYS' TEAMS IN OTTAWA SECONDARY SCHOOLS

	Women coaches				Men coaches			
Sport	No.of teams	Phys Ed	Non PE	Non teacher	No.of teams	Phys Ed	Non PE	Non teacher
Basketball, jr.	1	1	0	0	12	6	5	1
Basketball, sr.	0	0	0	0	21	10	9	0
Cross Country	1	1	0	0	13	0	12	0
Curling	2	0	2	0	8	0	7	0
Flag Football	0	0	0	0	4	4	0	0
Floor Hockey	0	0	0	0	2	2	0	0
Football, jr.	0	0	0	0	4	2	1	1
Football, sr.	0	0	0	0	9	6	2	1
Hockey	0	0	0	0	8	3	5	0
Rugger	0	0	0	0	5	3	1	0
Skiing, alpine	1	0	0	0	11	2	9	0
Skiing, x-c	0	0	0	0	9	1	8	0
Soccer, jr.	0	0	0	0	12	2	9	0
Soccer, sr.	0	0	0	0	19	4	13	0
Swimming	9	1	6	0	7	0	7	0
Tennis	1	0	1	0	16	2	12	0
Track and field	8	6	2	0	21	9	10	0
Volleyball, sr.	1	0	1	0	13	7	5	1
Waterpolo	6	0	6	0	3	0	3	0
Wrestling	0	0	0	0	5	0	4	1

TABLE 13

COACHES OF INTERSCHOLASTIC GIRLS' TEAMS IN OTTAWA SECONDARY SCHOOLS

	Women coaches				Men coaches			
Sport	No.of teams	Phys Ed	Non PE	Non teacher	No.of teams	Phys Ed	Non PE	Non teacher
Basketball, jr.	8	5	2	1	6	2	4	0
Basketball, sr.	5	3	1	1	14	4	7	2
Cross Country	1	1	0	0	12	0	12	0
Curling	1	0	1	0	6	0	6	0
Gymnastics	6	5	1	0	2	1	1	0
Passball	3	3	0	0	0	0	0	0
Skiing, alpine	1	0	0	0	11	2	9	0
Skiing, x-c	0	0	0	0	9	1	8	0
Soccer, sr.	8	5	1	0	14	1	12	0
Swimming	11	2	6	0	6	0	6	0
Tennis	0	0	0	0	15	2	11	0
Track and field	13	10	3	0	17	6	9	0
Volleyball, jr.	10	7	2	0	5	1	4	0
Volleyball, sr.	12	6	3	2	6	3	2	1
Waterpolo	5	0	5	0	3	0	[illegible]	0

TABLE 14

COACHES OF INTERSCHOLASTIC COED TEAMS IN OTTAWA SECONDARY SCHOOLS

	Women coaches				Men coaches			
Sport	No. of teams	Phys Ed	Non PE	Other	No. of teams	Phys Ed	Non PE	Non teacher
Badminton	8	3	3	1	18	5	11	0
Golf	0	0	0	0	14	6	7	0
Volleyball	3	2	1	0	19	2	15	1

TABLE 15

COACHES OF GIRLS', BOYS' AND COEDUCATIONAL INTERSCHOLASTIC TEAMS

	Number of coaches	
	Men	Women
Girls' teams		
Number of teams	126	84
Number of physical education teachers	23	47
Number of non-physical education teachers	94	25
Number of non-teachers	3	4
Boys' teams		
Number of teams	202	30
Number of physical education teachers	63	9
Number of non-physical education teachers	122	18
Number of non-teachers	5	0
Coeducational teams		
Number of teams	51	11
Number of physical education teachers	13	5
Number of non-physical education teachers	33	4
Number of non-teachers	1	1

Table 16 gives a summary of the number of coaches of each sex for boys', girls' and coeducational teams, together with the per cent of teams coached by men and women. It can be seen that 60 per cent of the girls' teams are coached by men and 13 per cent of the boys' teams are coached by women. In the case of coed teams, 82 per cent of the coaches are men.

TABLE 16

NUMBER OF COACHES BY SEX

Type of team	Women		Men	
	N	%	N	%
Girls'	84	40	128	60
Boys'	30	13	202	87
Coeducational	11	18	51	82

Table 17 shows the number of full- and part-time physical education teachers in 23 schools. It is interesting to compare the total number of coaches of each sex with the total number of physical education teachers who are coaches which is given in Table 15. A total of 61 teams have women coaches who are physical education teachers and there are 41 such teachers in the schools. That is, on the average, every two female physical education teachers coach three teams. In the case of men physical education teachers, Table 17 shows a total of 63 and the total number of teams coached by these teachers, as shown in Table 15, is 99. The total number of teams coached by teachers who do not teach physical education is 47 for female coaches and 249 for male coaches, as shown in Table 15.

TABLE 17

NUMBER OF FULL- AND PART-TIME HIGH SCHOOL PHYSICAL EDUCATION TEACHERS*

	Number		
	full-time	part-time	total
Men	43	20	63
Women	29	12	41

* based on 23 schools

It is sometimes felt that the lower rate of participation by girls in athletics is due in part to a lesser amount of encouragement they receive. Many facets of society play a role in this area. In the school setting alone, numerous influences are at play and many of these cannot be gauged easily. Three factors that may influence attitudes towards participation in sports were dealt with in the last three items of the questionnaire by asking about special sports related trips, early dismissals and rewards and recognition for interscholastic team players.

Schools were asked if any of their teams had taken trips outside of the Ottawa area, other than to OFSAA championships, and if such trips had required supplementary funds. Of the 23 schools asked, 14 answered yes, six said no and three did not answer. Additional information concerning the funding and destinations of trips other than to OFSAA championships was received from 13 schools. In Table 18 it can be seen that 16 boys' teams on eight sports and 11 girls' teams in five sports travelled in order to compete. All trips reported were funded by the players involved but in one case the team received assistance from the Federal Government.

TABLE 18

INTERSCHOLASTIC TEAMS SUPPLEMENTARY TRIPS BY SPORT

Sport	Boys' teams		Girls' teams	
	No.of teams	Destination	No.of teams	Destination
Basketball	5	unknown	1	Denmark
	1	Nova Scotia		
Volleyball	1	unknown	7	unknown
Gymnastics			1	unknown
Track and field	1	unknown	1	unknown
Handball	1	unknown		
Cheerleading			1	Toronto
Hockey	1	Finland		
	2	U.S.A.		
	1	unknown		
Rugger	1	Vancouver		
Rugby	1	British Columbia*		
Soccer	1	Italy		

* additional funding from Federal Government

For the 1981-82 school year, it was asked if there had been occasions when students had been dismissed early so that they could attend sports events; 15 schools said yes, six answered no and two did not answer. The schools answering yes added that it was customary to let players leave early in order to attend sports events, regardless of the player's sex. The cause of early dismissals is the travelling time involved to get to competitions. As for early dismissals of the whole student body for sports events, four schools reported doing so for final football games, one school did so for a boys' soccer final, and another school said it did dismiss its students if any team reached the city championships. Winter carnivals, spring sports day, fun days, ski days and activity days were reported as being reasons for early dismissal in three schools.

On the question of rewards and recognition for accomplishments and participation in sports, 21 schools reported information on their methods of honouring their athletes. Overall it can be said that both boys and girls receive equal amounts of recognition and rewards in the form of banquets amd presentations to school assemblies of top male and female athletes in the school. Trophies, plaques, badges, certificates and athletic bars were all awarded to both boys and girls.

Responses from Coaches

As part of the survey of Ottawa Board interscholastic athletics, questionnaires were distributed to all coaches of high school teams requesting information about the 1981-82 school year. A total of 343 questionnaires were returned, representing 461 volunteer coaches.

Over 80 per cent of the questionnaires received did not include any response to the question which asked for a list of any interscholastic sports not presently offered by the OHSAA which respondents would like to have added. A number of responses included the comment that there were already too many sports and not enough coaches for those in existence. Of those sports which were suggested, the most frequently listed were coeducational volleyball (8 times), squash (5 times) and European handball (4 times); other suggestions included baseball, softball, cycling, field hockey, girls' soccer, archery and touch football. Some of these are already in the interscholastic program.

Another question asked if the OHSAA should provide more opportunity for coeducational teams to play at the interscholastic level. The majority (about 59 per cent of the 267 respondents) felt that this was not necessary. Of those who answered in favour of more coeducational teams, many restricted it as to the type of sport involved; most felt that only non-contact sports should be considered as there was concern about physical differences, for instance strength. The most popular suggestion was for coeducational volleyball, but other ideas included curling, badminton, golf, softball, skiing, and swimming. Four coaches felt there was too little time, money, space and volunteer coaches to do any more.

A four-part question asked whether boys and girls should be allowed to compete on teams for the other sex when a team for their own sex was or was not in existence at the school. Table 19 indicates the number of coaches responding yes and no to each part of this question.

TABLE 19

COACHES' RESPONSES TO QUESTIONS ABOUT BOYS AND GIRLS COMPETING ON TEAMS FOR THE OPPOSITE SEX

Question	Yes		No	
	N	%	N	%
Girls on boys' team if there is no interscholastic girls' team	147	47	164	53
Boys on girls' team if there is no interscholastic boys' team	86	27	229	73
Girls on boys' team if there is an interscholastic girls' team	50	16	262	84
Boys on girls' team is there is an interscholastic boys' team	32	10	282	90

It will be seen in Table 19 that opinions of the coaches responding were almost evenly split on the question of whether a girl should be allowed to play on a boys' team if no girls' team existed. However, the majority felt that boys should not be able to compete on a girls' team under similar circumstances. Moreover, the majority were opposed to girls competing for boys' teams and vice versa where both boys' and girls' teams existed.

The comments offered in connection with this question revealed that many coaches felt that if boys were allowed to compete on girls' teams they would eventually take over and eliminate the girls, whereas this would not happen in the reverse. They also felt that many girls who would have made an all-girl team would be eliminated from playing at all if they had to compete for positions against boys. Some suggested that the girls would be at a disadvantage skill-wise and would therefore lose interest, thus eliminating the girls' team. Such comments as these seem to explain the difference between the results on the first two parts of this question.

Comments from those coaches who answered no to parts of this question showed great concern for the safety factors involved. They felt that boys' greater body strength, weight and 'natural physical differences' made it too dangerous to have mixed teams and they feared the girls would get hurt. Some qualified their answers by agreeing that girls and boys could play on the same team only for non-contact sports, such as volleyball or swimming. Boys' 'biological advantage' (strength, weight, height) and more highly developed skills were strongly put forward as reasons for making the suggested interaction unrealistic. Several comments were to the effect that "girls are girls and boys are boys" so they should have segregated teams. One female coach added that "equal opportunity is not necessarily identical opportunity".

Of the minority of coaches who favoured allowing girls to play on boys' teams or vice versa, five said that ability was the most important factor, not the sex of the individual and the "best athletes" should be on the teams.

The question of whether boys and girls in the individual schools had equal opportunity to participate in athletic activities was answered in the affirmative by 90 per cent of the coaches who responded. Of those who answered no to this question, four commented that the reason for the difference was that not enough girls tried out, although they did have the opportunity. Several others commented that the high cost of equipment for boys' sports such as hockey and football accounted for the inequality.

One item on the coaches' questionnaire asked what type of assistance (OBE-sponsored clinics, outside clinics or other types of assistance) would be most beneficial to coaches; a space was also provided for explanation if desired. OBE-sponsored clinics was checked most often, by over 60 per cent of respondents, while outside clinics was marked by about 50 per cent. Suggestions for these included instruction on sports injuries, teaching techniques, drill, and certification programs. About 15 per cent of respondents requested 'other' assistance, such as payment for time spent, money to attend clinics and inclusion of their teams in various outside tournaments and competitions.

The coaches were asked to indicate whether or not they had experience, either in previous coaching, in clinics or as athletes themselves. Table 20 summarizes the replies giving the number of men and women coaches falling into each category. It appears that most of those coaching in 1981-82 did have previous experience in the sport. Each team coached by a non-teacher is required to have a teacher-supervisor. It is possible that some of the non-experienced coaches reported in Table 20 are actually teacher-supervisors. Such teachers may have completed the coaches' questionnaire for a team which has an experienced coach who is not a teacher. In addition to the 20 schools reporting, there were three schools from which information about experience was not available.

TABLE 20

EXPERIENCE OF COACHES

	Number of	
Sex	experienced	non-experienced
Men	293	26
Women	102	19

Responses from Principals

The principals of 21 Ottawa Board of Education high schools answered a questionnaire concerning their opinions about the interscholastic athletics program. A first question asked if the Ottawa High School Athletic Association should provide more opportunity for coeducational teams to play at the interscholastic level; five principals answered yes and 16 answered no. Of those answering yes, four indicated that volleyball would be the sport where coeducational teams could play at the interscholastic level. One principal added that other sports such as badminton, soccer, gymnastics or basketball could be played by coeducational teams. The five principals who answered yes said that no contact sports should be played by coeducational teams. Of the 16 principals answering no, two added that no competitive sports should be played and another principal said that there was enough opportunity for coeducational sports at the intramural level. A fourth principal said that more money would be needed from the Board of Education, students would have to express a need for more coeducational teams, and more female and male coaches would have to be available before he would say yes to more coeducational interscholastic teams.

A second question including four parts asked whether students should be allowed to compete for positions on interscholastic teams of the opposite sex when there was no team of their own sex competing and when a team of their own sex did exist. Two principals did not answer the first two parts of the question, while the majority of principals answered no in all the given situations. Fifteen principals said no and five said yes in response to the question about whether a girl should be allowed to play on a boys' team if no girls' team existed. Seventeen said no and three said yes in answer to the corresponding question about whether a boy should be allowed to play on a girls' team if no boys' team existed. In the situation where a girls' team did exist, 18 principals felt that a girl should not be allowed to try out for a boys' team and three felt she should. Only one principal said that a boy should be allowed to try out for a girls' team if a boys' team exists. Those principals who responded in the affirmative to any of these questions added that in all cases they had in mind non-contact sports where strength was not the determining factor. The argument put forward by those principals who answered in the negative was that the boys were too strong for the girls to compete with, and, if a decision was to be just, the authorities would have to say yes to all coeducational interscholastic sports competition if they said yes to any. To allow girls and boys to compete for positions on each other's teams would only be to the detriment of the majority of girls.

A third question asked high school principals if they thought that boys and girls in their schools had equal opportunity to participate in athletic activities. Twenty principals felt boys and girls did indeed have equal opportunity. One principal said no because he felt that he did not have enough male and female coaches to ensure equality of opportunity for both sexes.

APPENDIX 9

TITLE IX: THE U.S. EXPERIENCE

Memorandum prepared by Prof. I. A. Hunter
for the Task Force on Equal Opportunity
in Athletics, January 18, 1983

(1) Background

In June, 1972 the United States Congress passed Title IX of the Education Amendments prohibiting sex discrimination in federally-assisted education programs:

> "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance."

In June 1974 proposed regulations were published in the Federal Register and public comment was solicited.

The Department of Health, Education and Welfare (now the Department of Education) received nearly 10,000 comments. The greatest volume of comments related to sex discrimination in school sports and athletic programs.

In 1975, the Department of Health, Education and Welfare issued a regulation implementing the legislation (40 Fed. Reg. 24137; June 4, 1975).

The relevant portions of the regulation are as follows:

(a) Physical Education Classes

The regulation requires that physical education classes at all elementary, secondary and post-secondary schools receiving federal finanacial assistance ("recipients") be offered on a co-educational basis. This regulation took effect in July, 1976 for elementary schools and in July, 1978 for secondary schools and colleges.

(b) Competitive Athletics

Competitive athletics is dealt with in four sections.

(1) Non-discrimination

> "No person shall, on the basis of sex, be excluded from participation in, be denied the benefits of, be treated differently from another person or otherwise be discriminated against in any interscholastic, intercollegiate, club or intramural athletics offered by a recipient."

(2) Team Sports

The regulation allows—but does not require—recipient institutions to sponsor separate teams for members of each sex. Sex-segregated teams are lawful where selection for such teams is based upon (1) competitive skill or (2) contact sports.

Where a recipient operates or sponsors no such teams for members of the other sex, and athletic opportunities for members of that sex have previously been limited, the excluded sex must be allowed to try out for the offered team unless the sport involved is a contact sport. Contact sports "include boxing, wrestling, rugby, ice hockey, football, basketball, and other sports the purpose or major activity of which involves bodily contact."

Although interscholastic and intercollegiate teams and all teams in contact sports may be offered to males and females separately, institutions are required to open intramural and club teams in non-contact sports to members of both sexes.

(3) Overall Sports Program

The regulation does not require identical sports programs for males and females. Some sports, such as football or field hockey, may be offered only to one sex. However, a member of the opposite sex must be permitted to try out for the team if two conditions are met: the team is not a contact sport, and opportunities for members of that sex were limited in the past. In other words, if an institution offers a non-contact sport, such as golf, to males only, and a female wishes to try out for the team, she must be permitted to do so if opportunities for females were limited in the past. In Gomes v. Rhode Island Interscholastic League (1979), 469 S. Supp. 659, a district court ruled that a male student must be permitted to participate in volley ball, a sport offered only to females, because opportunities for males in that sport had been limited in the past. There is no requirement that teams in football or any other contact sport be opened to members of both sexes (even intramural or club teams); nor is there any requirement that the same sports be offered to both males and females.

Although Title IX clearly does not have implications for contact sports, the United States Constitution may have. For example, in Yellow Springs School District v. Ohio School Athletic Association (1978), 433 S. Supp. 753 a district court ruled that portions of the Title IX regulation permitting recipients to prohibit girls from participating in contact sports violated the Fifth Amendment by depriving girls of their liberty without due process. Similarly, in Hoover v. Meikeljohn (1977), 430 S. Supp. 164 a Colorado court ruled that refusing a female student the opportunity to participate in contact sports denied her her right to equal protection and violated the Fourteenth Amendment. See also: Leffel v. Wisconsin Athletic Association (1978), 444 S. Supp. 1117.

(4) Criteria of Assessment

The regulation enumerates the factors which the Department of Education will consider in deciding whether males and females are receiving equal opportunity:

(1) whether the selection of sports and levels of competition effectively accommodate the interest and abilities of members of both sexes;

(2) provision of equipment and supplies;

(3) scheduling of game and practice time;

(4) travel and per diem allowance;

(5) opportunity to receive coaching and academic tutoring;

(6) assignment and compensation of coaches and tutors;

(7) provision of locker rooms, practice and competitive facilities;

(8) provision of medical and training facilities and services;

(9) provision of housing and dining facilities and services;

(10) publicity.

The regulation states that Title IX does not require equal aggregate expenditures for male and female athletics; nevertheless, in an investigation, "... failure to provide necessary funds for teams of one sex" is a factor to be considered in determining whether equal opportunity has been provided.

High schools and colleges were given a three-year "adjustment" to bring their athletic programs into compliance with the regulation.

(5) Exemptions

Certain institutions were exempted from the application of Title IX:

(a) Educational institutions controlled by a religious organization to the extent that application of the Regulation would be inconsistent with the religious principles of such an organization;

(b) Military and merchant marine educational institutions;

(c) Social Fraternities and sororities;

(d) Y.M.C.A., Y.W.C.A., girl scouts, boy scouts and campfire girls;

(e) Voluntary youth service organizations traditionally limited to members of one sex and principally to persons of less than 19 years of age.

Application

(1) Physical Education Classes

The effect of Title IX and the regulation is to prohibit sex-segregated physical education classes. However, the regulation does allow separation by sex in physical education classes during competition and contact sports. Presumably, there will also be segregation in those portions of physical education classes in which skills in contact sports are taught. Also, it is worth noting that both elementary and secondary schools were given "lead time" to phase in integrated physical education classes.

(2) Integration

There appears to be a concensus in the United States that enforced integration is not the answer to the problem of inequality in athletics.

Title IX does not require integration. First, competitive athletics are exempted; secondly, contact sports may be sex-segregated; thirdly, it is only in non-contact sports where athletic opportunities have traditionally been limited to members of one sex and there is no team available for the other sex, that integration is even contemplated. But even here, integration is not mandatory: Rather, individuals of that sex must be allowed to compete for the team offered. No one with whom we spoke favoured integration. There were differences of opinion between women's lobby groups and officials charged with enforcement of Title IX; but both agreed that integration of athletics was no answer.

(3) Overall Program Assessment

The Office for Civil Rights of the Department of Education ("OCR") will not make a determination on an individual complaint. Rather, it uses an individual complaint as the starting point for an assessment of the overall athletic program offered by the recipient.

Many considered this to be a desirable approach to enforcing equality, even though it was subjected to considerable criticism from a number of the women's lobby groups with whom we spoke. Nevertheless, it may be unfair to a college or university to precipitate an investigation and remedial action where the overall approach of the institution is conducive to equality.

Title IX confirms this view by providing that unequal expenditure of funds is not, *ipso facto*, proof of a violation. Instead, considerable flexibility has been built into the interpretation of the regulation. The regulation sets out the goal of equal opportunity but leaves individual schools, colleges and other educational institutions some flexibility in determining how best to achieve that goal.

(4) Bureaucracy

The elaborate bureaucracy which has been created to enforce the regulation is perhaps the most disheartening aspect of the American experience with Title IX.

Officials in the OCR confirmed that investigations of alleged inequality involve time-consuming and extremely costly proceedings. They indicated that educational institutions at the college and university level have estimated the cost of fully defending a Title IX investigation at $50-70,000. Such an unprofitable diversion of scarce funds of public educational institutions ought to be avoided.

Those involved seem to agree that the ultimate sanction under the regulation (curtailment of federal financial assistance) is too severe. As a result, no federal funds have been withheld from an educational institution. This has two adverse consequences: (1) regulatees may consider the regulation mere window dressing engendering public contempt for the law; and (2) effective enforcement is hampered because the enforcing agency does not have a range of sanctions to apply.

(5) Effect of Title IX

The real question is: What has Title IX accomplished? It is difficult to answer this question.

Clearly, there has been an exponential increase in the rate of participation by girls in public and high school athletics. However, is this attributable to Title IX or would it have occurred in any event due to changing social mores? It is possible that an unwieldy and expensive governmental bureaucracy has been put in place to achieve what would have happened in any event.

One way of testing this hypothesis would be to obtain statistics on the changing rates of participation by females in athletics in Ontario schools. If similar rates of increase are demonstrated, this would seem to be some evidence that the changes which have occurred in the United States are not dependent upon legislation.

APPENDIX 10

Changes in U.S. women's athletics since the inception of Title IX*

In 1972, there were 18 female high school athletes for every 100 male athletes.	By 1980, there were 36 female athletes for every 100 male athletes; from 1971-1981 a 527% increase in female athletes.
In 1970, only 294,000 high school girls participated in interscholastic sports nationwide.	By 1976, 1.3 million more girls had joined high school sports teams, up nearly 600%. In colleges, there was a 102% increase of female athletes between 1972-1977.
In 1972, of every dollar spent on college sports programs, women's athletics received 2 cents.	By 1980, thanks to Title IX, women's athletics received 16 cents of the college sports dollar.
In 1971, before Title IX was passed, no colleges or universities offered women athletic scholarships.	In 1977, 10,000 women received athletic scholarships worth $7 million from 460 schools.

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* Source of information: [U.S.] Project on Equal Education rights

APPENDIX 11

UNIVERSITIES AND COLLEGES

RE: QUESTIONNAIRE

SENT QUESTIONNAIRE TO:	RECEIVED RESPONSE FROM:
Colleges of Applied Arts and Technology	
Algonquin College of Applied Arts and Technology	
Cambrian College of Applied Arts and Technology	**
Canadore College of Applied Arts and Technology	
Centennial College of Applied Arts and Technology	
Conestoga College of Applied Arts and Technology	**
Confederation College of Applied Arts and Technology	**
Durham College of Applied Arts and Technology	
Fanshawe College of Applied Arts and Technology	**
George Brown College of Applied Arts and Technology	**
Georgian College of Applied Arts and Technology	**
Humber College of Applied Arts and Technology	**
Lambton College of Applied Arts And Technology	**
Loyalist College of Applied Arts and Technology	

Mohawk College of Applied Arts and Technology	**
Niagara College of Applied Arts and Technology	**
Northern College of Applied Arts and Technology	**
St. Clair College of Applied Arts and Technology	
St. Lawrence College of Applied Arts and Technology	
Sault College of Applied Arts and Technology	**
Seneca College of Applied Arts and Technology	**
Sheridan College of Applied Arts and Technology	**
Sir Sandford Fleming College of Applied Arts and Technology	**

Universities

Brock University	
Carleton University	**
University of Guelph	**
Lakehead University	**
Laurentian University	
McMaster University	**
University of Ottawa	**
Queen's University	**
University of Toronto	**
Trent University	

University of Waterloo	**
The University of Western Ontario	**
Wilfrid Laurier University	
University of Windsor	**
York University	**
Other Educational Institutions	
Ontario College of Art	
Ontario Institute for Studies in Education	
Ryerson Polytechnical Institute	**

APPENDIX 12

TASK FORCE IN EQUAL OPPORTUNITY IN ATHLETICS

SURVEY OF PHYSICAL ACTIVITY PROGRAMS OFFERED AT ONTARIO UNIVERSITIES AND COMMUNITY COLLEGES

NAME OF INSTITUTION: ______________________________

HEAD OF PHYSICAL EDUCATION DEPARTMENT: ___________________________

DATE: __________________________

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1. CURRICULUM

(a) Describe physical education courses offered and types of activities taught within those courses.

(b) Number of males enrolled (i) this year ____________________

* (ii) ten years ago ________________

Number of females enrolled (i) this year __________________

* (ii) ten years ago ________________

(* NOTE - if these figures are not available, have you figures for five years ago?)

(c) Are classes offered on a sex-segregated or co-educational basis?

(d) Are any curricular activites limited to males only (e.g. football) or to females only (e.g. dance)?

(e) Number of male staff ____________________

Number of female staff ___________________

(f) Budget

(i) Total $ ______________

(ii) Allocation

to male activities $ __________________

to female activities $ __________________

to co-ed activities $ __________________

2. INTRAMURAL SPORTS

(a) List types of sports offered on an intramural basis.

MALES	FEMALES	CO-ED

(b) Number of participants in intramural sports this year

Males _________________

Females _______________

Co-ed (total) _________

(male to female ratio) ____________

(c) If participation figures are available for five or, preferably, ten years ago, please provide on same basis as 2 (b) above i.e.

Males _________________

Females _______________

Co-ed (total) _________

(male to female ratio) ____________

(d) Does your institution have any specific rules relating to females participating on male teams or visa versa? If so, please describe or provide copy of rules.

(e) Number of male coaches. __________

Number of female coaches __________

(f) Total Budget $ _____________________

Allocation

to male activities $ ______________

to female activities $ ____________

to co-ed activities $

3. INTERSCHOLASTIC SPORTS

(a) List types of sports offered on an interscholastic basis.

MALE	FEMALE	CO-ED

(b) Number of participants in interscholastic sports this year

Males ______________

Females ______________

Co-ed (total) __________

(male to female ratio) ______________

(c) If participation figures are available for five or, preferably, ten years ago, please provide on same basis as 3 (b) above i.e.

Males ______________

Females ______________

Co-ed (total) ________

(male to female ratio) ____________

(d) Does your institution have any specific rules relating to females participating on male teams or visa versa? If so, please describe or provide copy of rules.

(e) Number of male coaches ________________

Number of female coaches ______________

(f) Total Budget $ __________________

Allocation

to male activities $ _____________

to female activities $ ____________

to co-ed activities $ ____________

4. GENERAL COMMENTS